

1-19-2017

Plan Windham: 2016 Update Comprehensive Master Plan

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PLAN WINDHAM



2016 UPDATE

COMPREHENSIVE MASTER PLAN

Town of Windham

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January 19, 2017

To our fellow Windham residents and members of the greater Windham school and business community:

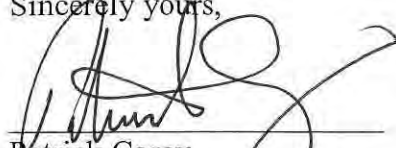
We, the members of the Comprehensive Plan Review Team, are pleased to submit this plan for your review and consideration and ultimate adoption by the Town Council as the Comprehensive Plan for the Town of Windham.

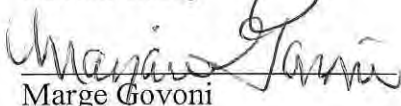
This plan has been written based on an extensive public participation process that started with a Community Survey and two visioning forums in 2014, focus group “mini-forums” and community group meetings through 2015, and presentations of draft materials and findings to both members of Windham’s official family of board and committee members and more community groups in 2016. A draft plan was presented for review and comment at a forum held at the Windham High School in October 2016. Our key responsibility has been to maintain the integrity of those views, values, wishes, concerns and recommendations from all of these efforts and make sure they are acknowledged and considered.

This does not mean that everyone’s ideas made it into the final plan and there is no one person who agrees with every single recommendation, goal or strategy in the plan. However, though discussions held in good faith since our first meeting in September 2014, we have reached consensus on the important issues in this planning document. Our intent is that this document will build on all of the policy and planning work that Windham has undertaken over the years, which have also informed and shaped this planning effort. Our hope is that this most recent planning effort will serve as a valuable policy guide for staff and elected and appointed policy makers over the coming years.

Thanks goes to all who participated by coming to meetings, sending emails, completing surveys and meeting with staff. Your efforts shaped this plan. Thanks also to the members of Windham Town Councils since 2014 who directly supported this effort, and members of previous Town Councils who set the stage for this work. Thanks to Windham’s senior staff members, who provided valuable insights on the challenges and opportunities that they face in their own departments, and the technical support provided during the analysis of public input and the state data set and the drafting of the plan.

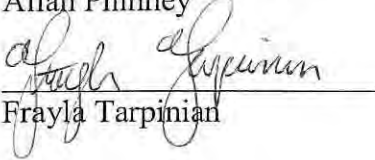
Sincerely yours,



Patrick Corey


Marge Govoni



Sparky Hurgin


Allan Phinney


Frayla Tarpinian



Ben Smith, AICP
Planning Director


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Administrative Assistant

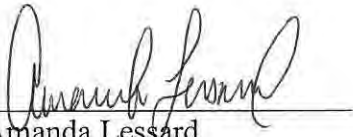

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2016 Comprehensive Plan Update

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INTRODUCTION

The Town Council approved the charge of the Comprehensive Plan Review Team on March 25, 2014. THIS GROUP WAS CHARGED WITH THE RESPONSIBILITY:

To assist in drafting an update to the Town of Windham's 2003 Comprehensive Master Plan, consistent with the State's Growth Management Act and direction of the Town Council.

To report periodically to the Council regarding it progress, issues and problems.

To submit a recommended draft to the Town Council for its acceptance and adoption.

This document, along with the 21st Century Downtown Plan for North Windham (adopted by the Town Council in 2013) and the Windham Economic Development Strategic Plan (adopted by the Town Council in 2013), represent the updated Comprehensive Plan for Windham.

The 21st Century Downtown Plan and the Economic Development Plan are included as Appendices to this plan document.

PRIOR PLANNING EFFORTS

Since the adoption of the 2003 Comprehensive Plan, the Town has been very active in planning on many fronts for the community. This update of the Comprehensive Plan builds on these efforts, which are listed below.

- **Comprehensive Assessment of Housing in Windham (2003)**
- **Comprehensive Water System Master Plan for Town of Windham (2003)**
- **Service Road Study (2007)**
- **Wastewater Facilities Plan & Windham Sewer Route 302 Corridor Schematic Design (2011)**
- **Town of Windham Energy Plan & Energy Inventory (2011)**
- **Forest Stewardship Management Plan for Lowell Preserve (2011)**
- **North Route 302 Corridor Plan (2011)**
- **Pleasant River Watershed Management Plan (2011)**
- **Lakes Region Transit Service Study (2011)**
- **Economic Development Strategic Plan (2013)**
- **21st Century Downtown Plan for North Windham (2013)**
- **Space Needs Master Plan (2014)**

THE 4 BIG THINGS!

There are many Goals laid out in the Inventory Chapters that follow, and associated strategies to implement these Goals. Many of these are required by Maine's Growth Management Act and associated departmental rules that lay out what the State would like to see addressed in a municipal plan. The Goals and Strategies at the end of each of the Inventory Chapters are related to the specific topic of that chapter, so that Transportation goals are included in the Transportation Chapter, Public Facilities and Service goals are in the Public Facilities and Service Chapter, and so on.

Based on all the public comment we have received, we have tried to boil all of these goals and strategies to their most essential essence. The goal of this Plan is to present a manageable number of high-priority, crosscutting challenges to meet over the next few years, rather than present a long and unprioritized laundry list of items to pick off over the next ten or more years. By moving the ball forward on these focused areas, the Town will be making progress on the most important issues Windham faces right now.

Each of the Big Things are high priority subject areas, meaning that they are not presented in a prioritized list. They are all important, and the list is small enough that it should be possible to make progress on all of them at the same time.

With these aims in mind, here are the Big 4 things that the Town Council and community at large need to work together on in the short term.

BIG THING NUMBER 1

Change the game for Windham's Growth Areas: North Windham, Windham Center, South Windham



Photo By: Kevin Murphy ¹ • Cecilia Brown ² • James Jones ⁴ • Ray Monahan ⁵

Windham needs to begin thoughtfully and proactively laying the groundwork for these three traditional activity centers to become true centers for Windham. As envisioned above, these three areas are very unique within Windham, and these differences are great strengths that allow for different types and scales of neighborhood development that will truly make Windham a community for all people, ages, and economic means.

This Big Thing is all about expanding the range of options available for people to choose from when considering Windham for a home or a place to start or expand a business.

BIG THING NUMBER 2

Create a North Windham to be proud of



Photo By: Ray Monahan ² • Cecilia Brown ³ • James Jones ⁵

North Windham is the economic and social center for the community. Here you will find two major supermarkets, almost all of the restaurants, clubs and social organizations in the community, multiple department stores and almost all of the smaller scale retail uses, the movie theatre, building supply and hardware stores, an amusement park and more. Most in the community feel that we should be building on North Windham's success to ensure that it is successful economic and social center for future generations to come. In order to create a place that inspires pride of place and transforms North Windham from a major convenience retail center to a place where people chose to also spend time, play and recreate, work and live, improvements and investments need to be made.

These upgrades include changes to North Windham's transportation network, installation of new infrastructure for wastewater treatment and high speed broadband, and doing our best to ensure that when new development or redevelopment is proposed, sites are designed to become high-quality assets to the community.

BIG THING NUMBER 3

Invest in Rural Windham to keep it rural



Photo By: Ray Monahan ^{1,2,3,4} • Ben Gross ^{5,6}

Preservation of rural character and protecting important open spaces and scenic views has been enshrined in all of Windham's past Comprehensive Plans. These are the places that tie long-time residents to the land, places where traditional outdoor recreational activities and access have been available for many decades, working land that has been passed down through generations, and the very places that have made Windham an attractive location for new families in the greater Portland area since the 1970s. There is also an understanding among many community members that rural land has a much lower demand for municipal services than house lots or commercial development and therefore keeping rural spaces in the town can be a way to avoid the costs of new or expanded municipal services. We need to get serious about open space and preserving working land within the time horizon of this plan or there will be little left to preserve and protect going forward. Getting serious about

Rural Windham means making investments to purchase outright, or at least the develop rights, to the most special and iconic rural land in the community, knowing that it is not practical to keep all of the undeveloped land in Windham in its current undeveloped state. Getting serious also means working with farmers, wood lot owners, and others who earn their living from the land to make it easier to establish other rural uses and accessory uses to provide additional income streams to their operations. When rural land is productive and profitable, it is much easier to perpetuate into the future.

BIG THING NUMBER 4

Focus on Community Facilities and Programs



Photo By: Madelyne Hancock ^{1,3} • James Jones ² • Taelor Freeman ⁴ • Ben Gross ⁶

There are really two components to this Big Thing. The first is prioritizing the basic maintenance of existing facilities, which include roads, municipal and school buildings, and park and recreation lands. Windham is currently building a new larger South Windham Fire Station from an existing steel building in South Windham Village.

This is the first new municipal facility since 1989, almost 30 years ago. The Town faces a backlog of deferred maintenance on many of the Town's buildings and there are many efficiency related improvements that could pay for themselves in 5-10 years but need to be budgeted for. In addition the School District faces its own facility needs and the School Board is recommending a new Middle School in the near future. The Town's roads are in relatively good shape, and the Public Works Department is flat out every construction season milling and paving local roads and conducting ditching and mowing operations around the community. It is imperative that Windham keep up on local road maintenance which costs a fraction of complete road rebuilds when maintenance is deferred too long.

Secondly, the Town needs to address the needs of a growing community from the standpoints of athletic facilities and community center space. The Town recently sold the Gambo Road Soccer Fields to the Windham Youth Soccer Association. This leaves the community with the Falmouth Road Little League Field as the only municipally owned playing field. The rest of the playing fields in Windham are on school district properties. There are public playgrounds at the Primary School and Town Office properties in Windham Center at the East Windham Fire Station and at the Manchester School and Donnabeth Lippman Park in North Windham. The community needs to invest more in recreational space for organized youth and adult sports. There is a similar shortage of indoor recreational facilities, along with a shortage of community meeting and flex space for senior, youth, and general community activities and events. It has been suggested several times in recent years that a Community Center could serve many purposes in Windham, and data from the Community Survey indicates support for the concept. All of these needs are the result of sustained residential growth, and all indications are that Windham will remain on a growth path for at least the remainder of this planning period.

OUR VISION FOR WINDHAM

Windham continues to evolve as a community. Windham is one community but it is a community of different neighborhoods and different areas, each with a distinct character. As the Town grows, this diversity is maintained and even reinforced. This provides the opportunity for a range of residents and businesses to call Windham home.

We are a proud, dynamic town. We are a town where young families and seniors can find community and live healthy, fun and engaging lives. We are a growing, exciting community that still retains the qualities of a small town. We take care of each other and we respect and celebrate our heritage. We support our schools, local arts and cultural events and the community that they create. We want to continue to improve as a community, and be a place where we are proud to say "I live in Windham" or "My business is located in Windham."

Windham continues to grow and develop but our development is balanced by the preservation of important open space and agricultural land to maintain the rural character of our Town and to provide scenic, recreational, and economic benefits for our residents.

A Tour through Windham in 2030

While no one can foresee the specific property by property changes that will take place over a decade of continued growth, Our Vision for Windham can be translated down into images of what specific parts of Windham will become. Continued growth will bring change to all corners of Windham, but the pace of change and how much development occurs in specific areas will not be equal. Some parts of Windham will remain relatively unchanged over this time period, while others will see much more intensive development.

In that spirit, imagine that you have to temporarily move or go on a trip that takes you away from Windham for the next ten years or so. The Windham you return to will be very recognizable but you will also notice some significant changes. There has been ten years of population growth with the commensurate demand for new housing. There has been ten years of new commercial development around the community. The community has made targeted investments that have resulted in community and neighborhood improvements. Let's start the tour!

North Windham continues the transformation that has already begun from a regional retail and convenience center to true town center with a mix of uses and activities that is a destination within the Greater Portland region. As the 21st Century Downtown Master Plan is implemented, North Windham evolves into a place where people chose to live, work and play due to improved traffic flow, the creation of pedestrian and bicycle networks, quality architecture and streetscapes, and open space. Activity in North Windham is bolstered as more homes and mixed-uses develop within the core commercial area. Residents find a more diversified jobs center in North Windham. The diversification in jobs is led by the traditionally strong retail sector and supported by gains in manufacturing, restaurants, and professional offices. This growth as a job center is enabled by smart investments in infrastructure needed to support these activities.

South Windham attracts new village-scale residential growth by capitalizing on the neighborhood's assets including a rebuilt River Road, the existing sewer system, improvements to Town-owned spaces (including streets), improvements to the Mountain Division Trail, and access to the Presumpscot River. New single family homes on small lots and town-house style multifamily unit

buildings are built next to and among the existing, upgraded and refurbished housing stock. New residents support small, local businesses on Main Street. Cooperation with the Town of Gorham and the Little Falls community on the other side of the Presumpscot ensures that a revitalized South Windham melds with Little Falls as a single community.

If North Windham is the commercial core of Windham, then Windham Center is the civic core. Windham Center takes advantage of the location of school and municipal facilities, along with the Presumpscot Regional Land Trust's Black Brook Preserve, the skate park, and the Community Garden, to become a different type of "village" in the geographic center of the Town. This "civic village" focuses on increasing the number of single-and two-family homes on smaller lots, resulting in a neighborhood that is attractive to families with school-age children who want to live within walking distance of schools, the library, recreation facilities, playing fields, and conserved open-space.

Other existing residential neighborhoods (such as those in the Varney Mill Road area, the Cornerbrook and Brookhaven neighborhoods just off Roosevelt Trail, and the Timberhill and Evergreen neighborhoods along Park Road) are valued for their sense of community. The character of these areas remains essentially unchanged. These neighborhoods accommodate limited additional single family homes that fit the existing character of these neighborhoods, either within the neighborhoods as "infill" development or on adjacent parcels that are incorporated into the existing neighborhoods.

Rural areas of Windham are valued by the community for the recreational, scenic, cultural, and quality of life benefits they provide. The Town continues to recognize that agriculture and forestry are important pieces of the local economy and works to encourage and support new agricultural uses on the rural landscape. The community identifies the most important and scenic open spaces and undeveloped properties including agricultural land, and works with land owners and partners in the non-profit community to permanently protect these areas to proactively ensure that there will be conserved open space and productive working farmland available for future generations, and that the most scenic and iconic views of rural Windham are preserved.

Future Land Use Map

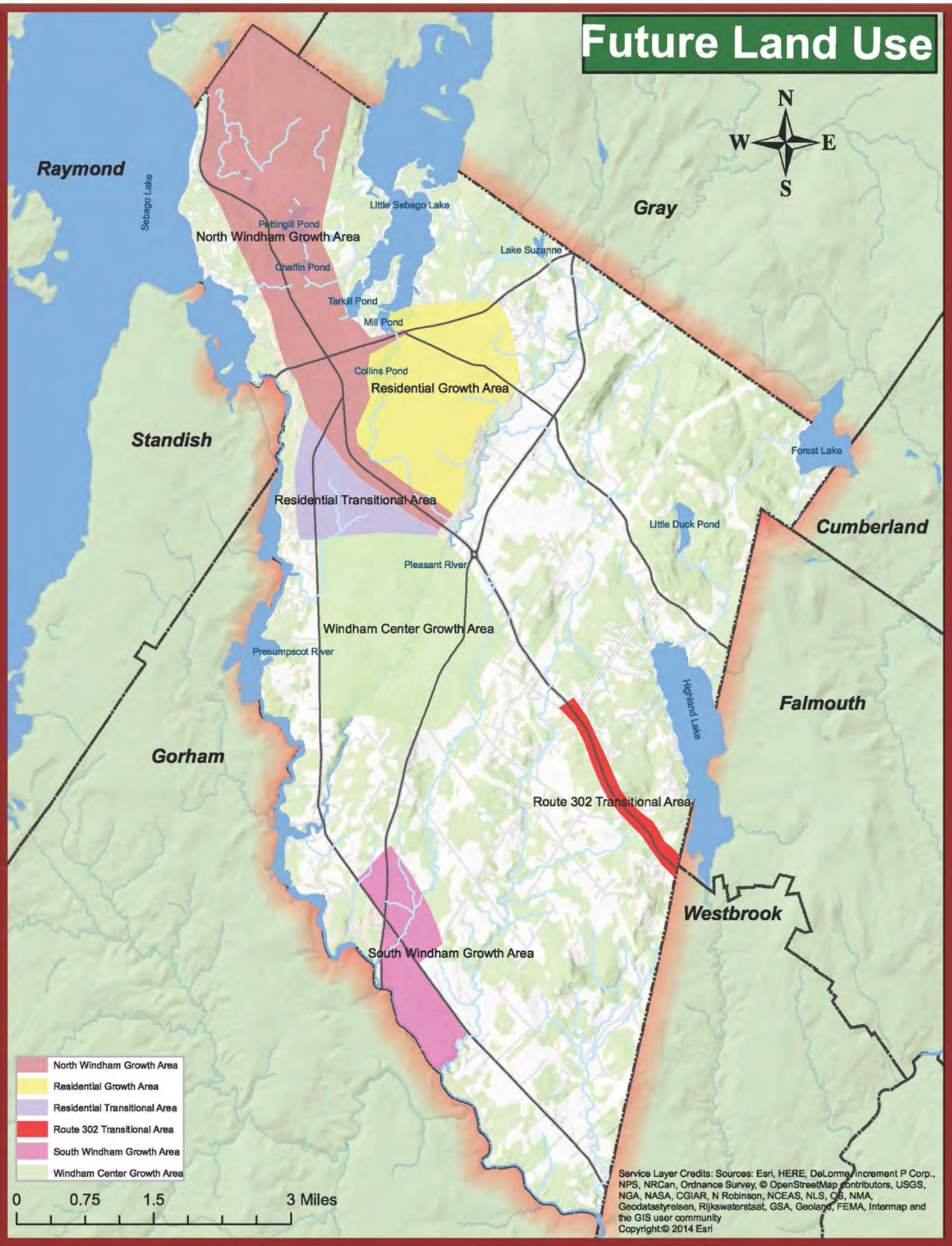
Mapping out where growth and changes are desired and where they are not desired in a central component comprehensive planning. It is graphic that shows the general areas of Windham that should be targeted for growth and those that are important to the community to keep at low development levels.

As noted earlier, change and development pressure will not be felt equally across the entire town. Part of that is based on market demands and partly by circumstance. Through this Plan, the Town will make certain that community character and cost to provide services will also factor into where future growth occurs.

Growth Areas are the parts of the community where most of Windham's future growth is to be targeted and encouraged or incentivized. It is also where most of the investment in new community infrastructure and facilities should be located. Later in the Economy Chapter of the Plan, these are referred to as Activity Areas. On the other hand, Rural Areas are the places where future development is to be directed away from. Transitional Areas are the places between the Growth and Rural Areas, where further development will not necessarily be encouraged or discouraged. Moderate growth is appropriate for these areas.

Another way to think about these areas might be that Growth Areas will have a relatively faster rate of change and that Rural Areas will have a relatively slower rate of change.

Future Land Use



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VISION & VALUES

Core Values

During the discussions about the future of Windham, a number of values emerged over and over again. These core values represent what the residents of our Town feel strongly about – what is important to them about Windham as a community.

Photo By: Ray Monahan



Open fields, forested land, and working farms are important to residents.

These resources are valued for the recreational, scenic, and quality of place benefits they provide. These lands provide a connection to Windham's rural past as well as a bridge to the future. As Windham continues to grow and develop, it is imperative that the most important of these areas be preserved for the future.

Implication: We should preserve important open spaces, forested lands and working farms.



Residents value the accessibility and convenience that Windham provides.

At a regional level, this means the ease of access to Portland and the amenities of the Lakes Region and White Mountains. On a local level, it means the convenience of local shopping, dining, services, and entertainment as well as access to nature, trails and the water, such as the Mountain Division Trail and Dundee Park.

Implication: We should preserve and improve accessibility and connections to local and regional destinations.



Residents appreciate that Windham is a growing regional jobs center.

They recognize the need for investments to enhance this regional economic role and to increase and diversify the job opportunities found here.

Implication: We should increase Windham's role in the regional economy by increasing the numbers and types of jobs available in Windham.

Photo By: Ray Monahan



Residents value that Town services are provided in a fiscally responsible manner.

The Town must make targeted investments in roads and other infrastructure to enhance the quality of life for residents and to support economic and job growth, while being mindful of the property tax implications of these investments.

Implication: We should make smart, targeted investments in infrastructure to shape future growth and to improve municipal services.

Photo By: Kevin Murphy



Windham is, and should continue to be, a community for people of all ages and economic means.

More diversity in housing types will serve Windham well and maintain a diversity of ages and income levels in the community. Single family homes will continue to be the predominate style of residential development in Windham, but there is a recognition that building on smaller lots and building more apartments, townhouses, and senior housing in proximity to the existing built-up areas, where infrastructure allows, will add to the economic vitality and community life of areas like North Windham and South Windham Village.

Implication: We should increase the availability of housing options beyond single family homes.

Photo By: Ray Monahan



Residents value Windham's heritage and its rural roots.

They want to assure that the connections to its past are both preserved and celebrated.

Implication: We should celebrate community and connections to Windham's past.

PERFORMANCE MEASURES

Of course, this document includes many policy goals and suggested strategies that will allow the town to make progress toward each of those goals. What we should care about, though, and what we want to measure, are the things that the community told us they care about. We want to be able to show progress in areas that are most relevant to the people of Windham.

These performance measures should be updated and reported out to the Town Council and community on an annual basis.

Photo By: Ray Monahan



Preserve important open spaces, forested lands and working farms

- **Number of acres of land protected through the acquisition of development rights, conservation easements or Town gift/purchase.**
- **New dwelling units permitted in growth areas relative to rural areas**



Increase Windham's role in the regional economy and increase and diversify the jobs available in Windham

- **Total number of jobs in Windham**
- **Ratio of the number of retail jobs relative to the total number of jobs in Windham**



Preserve and improve accessibility and connections to local and regional destinations

- **Feet of new sidewalk constructed in Growth Areas**
- **Ridership on Lakes Region Explorer**



Make smart, targeted investments in infrastructure to shape future growth and improve municipal services

- **% of infrastructure funds spent in growth areas**
- **Number of residential and non-residential connections to a public sewer system.**



Windham should continue to be a community for people of all ages and economic means

- Number of age-restricted dwelling units permitted as a percent of total dwelling units.
- Number of multiunit dwellings built relative to single family homes
- Number of accessory dwelling units permitted

Photo By: Kevin Murphy



Celebrate community and connections to Windham's past

- Estimated number of attendees at community events like Summerfest and the Tree Lighting.
- Number of attendees at Windham Historical Society events.
- Number of Windham youth sports participants
- Estimated number of library patrons or number of items checked out.

PLAN IMPLEMENTATION

The success of a plan is measured in how well it is implemented. Many comments were heard during the Visioning process that had to do with follow through on planning efforts. Comments similar to "Why are we doing a whole new plan when we still have so many items from the last plan that haven't been done yet?" or "Why bother planning for improvements/facilities/infrastructure when we know we can't afford to pay for them?" or "Why go through effort of planning only to produce another document that will sit on the shelf for 10 years?"

This Plan is not meant to be a document on a shelf. This Plan is a tool for community decision makers to use for making progress in the areas Action Plan that will have the biggest positive impacts for Windham's current and future residents.

The Comprehensive Plan Review Team recommends that the Town Council adopt a charge for and appoint members to a Long Range Planning Committee. A charge for this group should include coordinating the implementation of the Big Ideas detailed in this update to the Comprehensive Plan, implementing other Town plans and policies, such as the Complete Streets Policy adopted in 2015 and recommendations from the Energy Plan adopted in 2011. This group should be tasked with preparation of any of the district or topical plans or studies called for in this Comprehensive Plan.

FUTURE COMPREHENSIVE PLAN UPDATES

The Long Range Planning Committee should be charged with annual reporting on the performance measures suggested above, as well as adding to or changing the performance measures to improve how progress implementing the plan is moving forward.

The Plan should also be updated on a regular basis, perhaps every three years or so, to keep the information in the inventory chapters current and to add or change to the Big Ideas as they are implemented or priorities change or new opportunities present themselves.

Going back out to the community for structured input in the form of surveys and visioning sessions is also recommended, though the Community Values and Vision should be considered to be more constant than the underlying technical information in the Inventory Chapters. As such, the community might not need to update that portion of the plan for a longer time period.

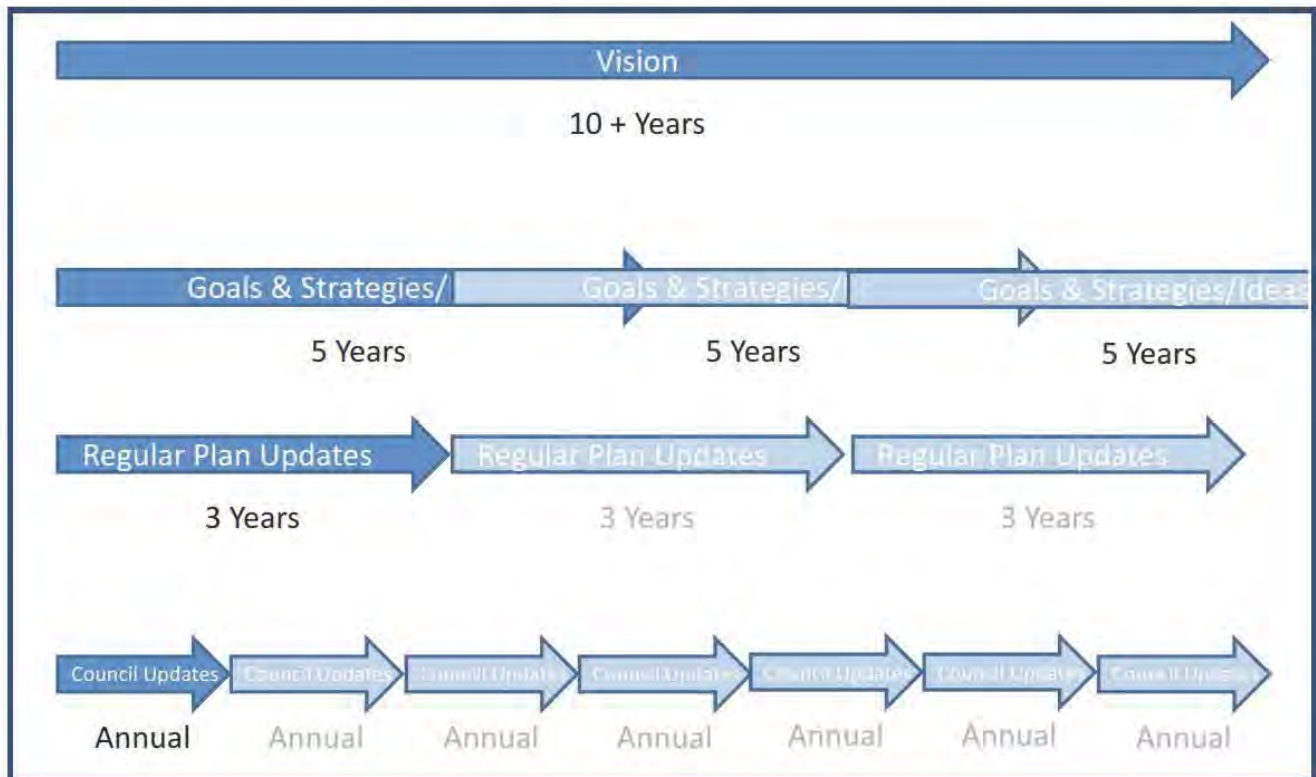


Figure 1 - Recommended Update Schedule

PUBLIC PROCESS

Comprehensive Plan Review Team

The Review Team was a 15-member committee whose members were appointed by the Town Council on July 24, 2014. This group met approximately once per month from September 2014 to June 2016 organize visioning sessions, coordinate the annual Summerfest presence for this planning effort, and to review and provide comments on draft plan chapters. This group was made

up of experienced planners and newcomers, long-time residents and those who have only been in Windham for a short amount of time. Members came from all corners of community, from private roads and public roads, and from rural areas and established neighborhoods.

Community Brainstorming and Visioning

Early efforts at public outreach began in 2013, with the Planning Department's experiment with Mindmixer, an online interactive community engagement tool. It allowed staff to post questions, polls, and surveys for all registered users to participate in.

The low-tech version of Mindmixer was used in the first half of 2014. These were the Town Post-It note boards that rotated locations around the Town Office and Library. Specific questions like, "What do you love about Windham?" and "What is your big idea for Windham?" solicited lots of great feedback.

The Review Team held two community scale Visioning Forums in November 2014. These were held on the evening of Wednesday, November 19, at the Manchester School in North Windham and the Town Office Gymnasium/Community Center on Saturday morning, November 22, 2014. The Forums were structured so that an introductory presentation provided everyone with a baseline of information and context for the planning work they were about to participate in, and the remainder of the time was dedicated to small table work facilitated by members of the Review Team and reporting back to the large group.

A complete summary of the visioning process and information collected is included in an appendix to this plan.

Critical Insights, a Portland based polling and public opinion company, was hired to design and administer a survey of Windham households and businesses in 2014. Two focus groups were held in September 2014 to give the organization a sense of important issues and attitudes that should try to be quantified in the larger survey effort. The survey period was open in October and November of 2014, and surveys were mailed to 6,856 households and 529 businesses.

Respondents could respond to the survey by phone or online. Responses were received from 1,024 residential households (14.9% response rate) and 42 businesses (7.8% response rate). Because of the impressive response rate on behalf of Windham households, the community can have a high level of confidence that the responses received are representative of the community at large. A report of focus group discussions and final report of survey results are included as an appendix to this plan.

ACKNOWLEDGMENTS

WINDHAM TOWN COUNCILS: 2013-2017

TOWN MANAGER & STAFF PLANNING DEPARTMENT

Members of the Comprehensive Plan Review Team

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Michael Duffy
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Marge Govoni
Kenneth Grondin
Sparky Hurgin
David Lavigne*
Shawn Morrison*
David Nadeau
Allan Phinney
Tony Searles
Frayla Tarpinian
Gene Tanguay*
David Tobin
Elizabeth Wisecup*

**though all appointed at the same Council meeting in July 2014, not all committee members were able to participate through completion of the plan drafting process. Those who had to step away from the process before delivery of a plan document to the Council are noted above.*

Windham Veterans Center and the Little Meetinghouse for hosting early meetings of the Review Team, and the RSU for providing a regular meeting place for the Review Team from 2015-2016.

Mark Eyerman, Planning Decisions, Inc., for assistance with meeting facilitation and organization of the Visioning Forums.

Critical Insights, Inc., for development and administration of the Community Survey.

Thanks to the greater Windham community, including residents, business owners & students for providing input and feedback throughout the planning process!

Introduction

The Town Council approved the charge of the Comprehensive Plan Review Team on March 25, 2014. This group was charged with the responsibility:

-) To assist in drafting an update to the Town of Windham's 2003 Comprehensive Master Plan, consistent with the State's Growth Management Act and direction of the Town Council,
-) To report periodically to the Council regarding its progress, issues and problems, and
-) To submit a recommended draft to the Town Council for its acceptance and adoption.

This document, along with the 21st Century Downtown Plan for North Windham (adopted by the Town Council in 2013) and the Windham Economic Development Strategic Plan (adopted by the Town Council in 2013), represent the updated of the Comprehensive Plan for Windham. The 21st Century Downtown Plan and the Economic Development Plan are included in this plan document as Appendices A and B, respectively.

Recent Planning Efforts

Since the adoption of the 2003 Comprehensive Plan, the Town has been very active in planning on many fronts for the community. This update of the Comprehensive Plan builds on these efforts, which are listed and summarized below. All are plans undertaken by the Town or on behalf of the Town, unless a lead agency is noted below.

-) Comprehensive Assessment of Housing in Windham (2003)
-) Comprehensive Water System Master Plan for Town of Windham (2003)
-) Service Road Study (2007)
-) Wastewater Facilities Plan & Windham Sewer Route 302 Corridor Schematic Design (2011)
-) Town of Windham Energy Plan & Energy Inventory (2011)
-) Forest Stewardship Management Plan for Lowell Preserve (2011)
-) North Route 302 Corridor Plan (2011)
-) Pleasant River Watershed Management Plan, by Cumberland County Soil & Water Commission (2011)
-) Lakes Region Transit Service Study, by Regional Transportation Program (2011)
-) Economic Development Strategic Plan (2013)
-) 21st Century Downtown Plan for North Windham (2013)
-) Property Condition Assessment Report (2013)
-) Municipal Facility Space Needs Study and Master Plan (2014)

Public Process

This Comprehensive Plan update has been built on a public participation and awareness program that is really unprecedented for Windham.

Comprehensive Plan Review Team

The Review Team was a 15-member committee whose members were appointed by the Town Council on July 24, 2014. This group met approximately once per month since September 2014 to organize visioning sessions, coordinate the annual Summerfest presence for this planning effort, and to review and provide comments on draft plan chapters. This group was made up of experienced planners and newcomers, long-time residents and those who have only been in Windham for a short amount of time. Members came from all corners of community, from private roads and public roads, and from rural areas and established neighborhoods.

Community Brainstorming and Visioning

Early efforts at public outreach began in 2013, with the Planning Department's experiment with Mindmixer, an online interactive community engagement tool. It allowed staff to post questions, polls, and surveys for all registered users to participate in. Use of this system was relatively limited due to the amount of time between starting that process and the official start of the planning process, even though it was initially publicized well and had a good number of registered users. Use was also likely limited by having a system in place that required registered users and log ins to participate.

The low-tech version of Mindmixer was used in the first half of 2014. These were the Town Post-It note boards that rotated locations around the Town Office and Library. Specific questions like, "What do you love about Windham?" and "What is your big idea for Windham?" solicited lots of great feedback.

The Review Team held two community scale Visioning Forums in November 2014. These were held on the evening of Wednesday, November 19, at the Manchester School in North Windham and the Town Office Gymnasium/Community Center on Saturday morning, November 22, 2014. The Forums were structured so that an introductory presentation provided everyone with a baseline of information and context for the planning work they were about to participate in, and the remainder of the time was dedicated to small table work facilitated by members of the Review Team and reporting back to the large group. Excluding Review Team members, Town staff and officials, about 45 people attended the Wednesday evening session and about 30 people attended the Saturday morning session.

After reviewing the attendee lists for both of these Visioning Forums, the Review Team suggested several "mini-Visioning Forums" with members of specific interest groups that were either under represented or not represented at all at the two larger Forums. These sessions were organized as structured focus groups. Staff and Review Team members conducted three of these sessions with Windham High School students, youth sports and recreation stakeholders, and members of Windham's farming community. In December 2014, and January 2015.

A complete summary of these visioning efforts and information collected is included as Appendix C to this plan.

Community Survey

Critical Insights, a Portland based polling and public opinion company, was hired to design and administer a survey of Windham households and businesses in 2014. Two focus groups were held in September 2014 to give the organization a sense of important issues and attitudes that should try to be quantified in the larger survey effort. The survey period was open in October and November of 2014, and surveys were mailed to 6,856 households and 529 businesses. Respondents could respond to the survey by phone or online. Responses were received from 1,024 residential households (14.9% response rate) and 42 businesses (7.8% response rate). Because of the impressive response rate on behalf of Windham households, the community can have a high level of confidence that the responses received are representative of the community at large. A report of focus group discussions and final report of survey results are included as Appendix D to this plan.

Town Council Check-in Workshops

The Review Team endeavored to keep the Town Council and members of the public up to date on planning progress through a series of regular update memos and Council workshops at key project milestones.

-)] February 24, 2015. Draft Core Values and Vision Statement review workshop.
-)] August 25, 2015. Request for an amended timeline, so that a Review Team submission to the Town Council should be expected in the 4th quarter of 2016, rather than the 3rd quarter.
-)] March 15, 2016 Draft Future Land Use Map workshop. Staff highlighted similarities and differences between the draft map approved by the Review Team as part of the 2016 update and the Future Land Use Map in the 2003 Comprehensive Plan.
-)] August 23, 2016, Presentation on 1st Draft of Plan Summary. This update included a wrap up of what we have learned about the community, what we have learned from the community, and a discussion of the “4 Big Things” which are the high priority policy areas identified in the Plan update.

Ongoing Community Engagement

In addition to all of the public outreach in support of the visioning process and the Town Council updates, the Review Team made efforts to ensure that residents remained up to date with the planning efforts.

Summerfest

Summerfest is a volunteer led effort to bring Windham residents out for a fun day of activities and socializing on a Saturday in June each year. Planning staff reserved booth space at Summerfest over the last several years, getting in front of several thousand members of the greater Windham community each year.

Summerfest 2014 was held right before members of the Review Team were appointed by the Town Council. Staff brought the idea boards described above and conducted a series of one minute interviews, asking “what’s your big idea for Windham?” and “what do you love about Windham?”

In 2015, members of the Review Team held a Windham Trivia Challenge. Passer-bys had the opportunity to answer ten multiple choice questions about the town, based on the information gathering and inventory work associated with the plan update. Questions included “what is the largest park of preserve in Windham?” and “when was Windham incorporated as a township?” and “how many building permits for new dwellings were issued in 2014?” The answers are Lowell Preserve, 1762, and 104, respectively. The complete list of questions and answers are included at the end of the Appendix C.

For the 2016 edition of Summerfest, staff and Review Team members handed out reusable shopping bags that were printed with the logo for the plan that showed the 4 Big Things and some representative policies to make progress on the 4 Big Things. In addition, the booth was set up to display entries received for the Photo Contest sponsored by the Planning Department to build awareness of the Comprehensive Plan update. Images received from that effort are included throughout this planning document.

Summer Roadshow Presentations

The Planning Department also sponsored a series of meetings with community stakeholder groups in from August – October 2016. Many of these meetings were with members of Windham’s “official family,” meaning elected and appointed boards and volunteer groups. These smaller format meetings included presentations on the work and recommendations of the Comprehensive Plan Review Team and time for questions and suggestions. Presentations worked out as follows below:

-) August 15 – Energy Advisory Committee
-) August 17 – Windham Economic Development Corporation (WEDC)
-) August 22 – Planning Board and Zoning Board of Appeals (televised meeting)
-) August 23 – Town Council (televised meeting)
-) September 12 – Parks and Recreation Advisory Committee
-) October 5 – RSU 14 School Board (televised meeting – [archived video here](#))
-) October 6 – Lakes Region Chamber of Commerce Board

Community Presentation and Open House

On October 20, 2016, the Review Team hosted an evening open house style meeting at the Windham High School cafeteria. After food and refreshments, planning staff provided a presentation on the highlights of the plan update. Following some questions and answers, the group adjourned to the open house poster session for more food and conversation with about 40 members of the Review Team, town staff and friends and neighbors.

Values & Vision

Through the early outreach efforts about the future of Windham, staff and members of the Review Team heard many of the same types of statements come up again and again. Themes emerged from these statements about what residents of Windham feel strongly about, and these themes are translated into values statements below.

Core Values

Open fields, forested land, and working farms are important to residents. These resources are valued for the recreational, scenic, and quality of place benefits they provide. These lands provide a connection to Windham's rural past as well as a bridge to the future. As Windham continues to grow and develop, it is imperative that the most important of these areas be preserved for the future.

Residents value the accessibility and convenience that Windham provides. At a regional level, this means the ease of access to Portland and the amenities of the Lakes Region and White Mountains. On a local level, it means the convenience of local shopping, dining, services, and entertainment as well as access to nature, trails and the water, such as the Mountain Division Trail and Dundee Park.

Residents appreciate that Windham is a growing regional jobs center and recognize the need for investments to enhance this regional economic role and to increase and diversify the job opportunities found here.

Residents value that Town services are provided in a fiscally responsible manner. At the same time they recognize that the Town must make targeted investments in roads and other infrastructure to enhance the quality of life for residents and to support economic and job growth, while being mindful of the property tax implications of these investments.

Windham is, and should continue to be, a community for people of all ages and economic means. More diversity in housing types will serve Windham well and maintain a diversity of ages and income levels in the community. Single family homes will continue to be the predominate style of residential development in Windham, but there is a recognition that building on smaller lots and building more apartments, townhouses, and senior housing in proximity to the existing built-up areas, where infrastructure allows, will add to the economic vitality and community life of areas like North Windham and South Windham Village.

Residents value Windham's heritage and its rural roots and want to assure that the connections to its past are both preserved and celebrated.

Our Vision for Windham

Windham continues to evolve as a community. Windham is one community but it is a community of different neighborhoods and different areas, each with a distinct character. As the Town grows, this diversity is maintained and even reinforced. This provides the opportunity for a range of residents and businesses to call Windham home.

We are a proud, dynamic town. We are a town where young families and seniors can find community and live healthy, fun and engaging lives. We are a growing, exciting community that still retains the qualities of a small town. We take care of each other and we respect and celebrate our heritage. We support our schools, local arts and cultural events and the community that they create. We want to continue to improve as a community, and be a place where we are proud to say “I live in Windham” or “My business is located in Windham.”

Windham continues to grow and develop but our development is balanced by the preservation of important open space and agricultural land to maintain the rural character of our Town and to provide scenic, recreational, and economic benefits for our residents.

A Tour through Windham in 2030

While no one can foresee the specific property by property changes that will take place over a decade of continued growth, Our Vision for Windham can be translated down into images of what specific parts of Windham will become. Continued growth will bring change to all corners of Windham, but the pace of change and how much development occurs in specific areas will not be equal. Some parts of Windham will remain relatively unchanged over this time period, while others will see much more intensive development.

In that spirit, imagine that you have to temporarily move or go on a trip that takes you away from Windham for the next ten years or so. The Windham you return to will be very recognizable but you will also notice some significant changes. There has been ten years of population growth with the commensurate demand for new housing. There has been ten years of new commercial development around the community. The community has made targeted investments that have resulted in community and neighborhood improvements. Let’s start the tour!

North Windham continues the transformation that has already begun from a regional retail and convenience center to true town center with a mix of uses and activities that is a destination within the Greater Portland region. As the 21st Century Downtown Master Plan is implemented, North Windham evolves into a place where people chose to live, work and play due to improved traffic flow, the creation of pedestrian and bicycle networks, quality architecture and streetscapes, and open space. Activity in North Windham is bolstered as more homes and mixed-uses develop within the core commercial area.

Residents find a more diversified jobs center in North Windham. The diversification in jobs is led by the traditionally strong retail sector and supported by gains in manufacturing, restaurants, and professional offices. This growth as a job center is enabled by smart investments in infrastructure needed to support these activities.

South Windham attracts new village-scale residential growth by capitalizing on the neighborhood’s assets including a rebuilt River Road, the existing sewer system, improvements to Town-owned spaces (including streets), state improvements to the Mountain Division Trail, and access to the Presumpscot River. New single family homes on small lots and town-house style multifamily unit buildings are built next to and among the existing, upgraded and refurbished housing stock. New

residents support small, local businesses on Main Street. Cooperation with the Town of Gorham and the Little Falls community on the other side of the Presumpscot ensures that a revitalized South Windham melds with Little Falls as a single community.

If North Windham is the commercial core of Windham, then Windham Center is the civic core. Windham Center takes advantage of the location of school and municipal facilities, along with the Windham Land Trust's Black Brook Preserve, the skate park, and the Community Garden, to become a different type of "village" in the geographic center of the Town. This "civic village" focuses on increasing the number of single-and two-family homes on smaller lots, resulting in a neighborhood that is attractive to families with school-age children who want to live within walking distance of schools, the library, recreation facilities, playing fields, and conserved open-space.

Other existing residential neighborhoods (such as those in the Varney Mill Road area, the Cornerbrook and Brookhaven neighborhoods just off Roosevelt Trail, and the Timberhill and Evergreen neighborhoods along Park Road) are valued for their sense of community. The character of these areas remains essentially unchanged. These neighborhoods accommodate limited additional single family homes that fit the existing character of these neighborhoods, either within the neighborhoods as "infill" development or on adjacent parcels that are incorporated into the existing neighborhoods.

Rural areas of Windham are valued by the community for the recreational, scenic, cultural, and quality of life benefits they provide. The Town continues to recognize that agriculture and forestry are important pieces of the local economy and works to encourage and support new agricultural uses on the rural landscape. The community identifies the most important and scenic open spaces and undeveloped properties including agricultural land, and works with land owners and partners in the non-profit community to permanently protect these areas to proactively ensure that there will be conserved open space and productive working farmland available for future generations, and that the most scenic and iconic views of rural Windham are preserved.

Future Land Use Map

Mapping out where growth and changes are desired and where they are not desired in a central component comprehensive planning. The Future Land Use Map is a graphic that shows the general areas of Windham that should be targeted for growth and those that are important to the community to keep at low development levels.

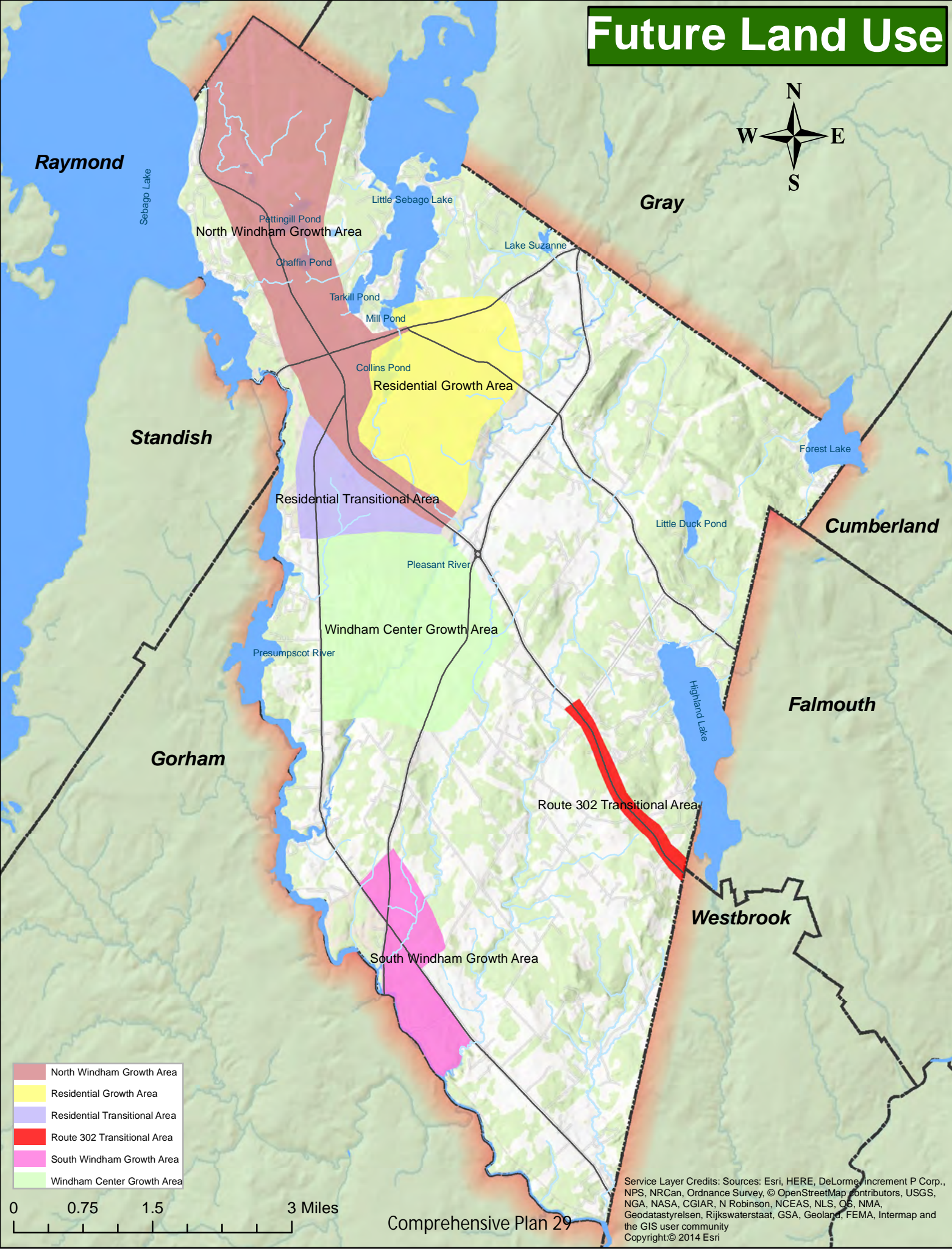
As noted earlier, change and development pressure will not be felt equally across the entire town. Part of that is based on market demands and partly by circumstance. Through this Plan, the Town will make certain that community character and cost to provide services will also factor into where future growth occurs.

Growth Areas are the parts of the community where most of Windham's future growth is to be targeted and encouraged or incentivized. It is also where most of the investment in new community infrastructure and facilities should be located. Later in the Economy Chapter of the Plan, these are referred to as Activity Areas. On the other hand, Rural Areas are the places where future development

is to be directed away from. Transitional Areas are the places between the Growth and Rural Areas, where further development will not necessarily be encouraged or discouraged. Moderate growth is appropriate for these areas.

Another way to think about these areas might be that Growth Areas will have a relatively faster rate of change and that Rural Areas will have a relatively slower rate of change. Please see a description of the areas on the plan after the map on the following page.

Future Land Use



North Windham Growth Area. This area is envisioned to be the active mixed use district describe in the Tour through Windham section above. It includes the commercial center of Windham, which is what most people think of when they think of North Windham, but it also includes the area along Route 302 from north of the Pleasant River and the relatively undeveloped areas behind Enterprise Drive and the Sebago Heights Subdivision near the town line with Raymond.

Residential Growth Area. This area is generally bound by Route 115 (Tandberg Trail), Route 302 (Roosevelt Trail) and the Pleasant River. This area contains the established neighborhoods around Varney Mill Road. There are some wonderful open fields, forests and working lands, including North Star Sheep Farm within this area, and some of these areas are worthy of long term protection from development pressure. By and large, though, this area is an appropriate place to focus residential development within and around the existing built-up areas as well as some local-scale commercial development.

Windham Center Growth Area. The areas of town known as Windham Hill and Popeville are included in this area, which is generally located between River Road and Route 202 (Gray Road), north of Swett Road and south of the Rotary at Routes 302/202 and south of Otterbrook Drive off River Road. As noted above, this area serves as the civic core of the community and as such, more walkable, connected residential development should be encouraged in this area.

South Windham Growth Area. The South Windham Growth Area includes the area that most people think of as “the Village” between the Presumpscot River and the properties on both sides of the Mountain Division Trail, and down High Street to about Androscoggin Street. In addition, the Growth Area includes the additional areas between Route 202 (Gray Road) to Mallison Falls Road and the Correctional Center property on the west side of River Road and the areas between Newhall Road and Chute Road on the east side of River Road. Additional higher density residential development is appropriate in this area of Windham, especially in the areas in the vicinity of the existing sewer system. Local and village-scale commercial development should also be encouraged in this area.

Residential Transition Area. This area is sandwiched between the North Windham and Windham Center Growth Areas. It is currently characterized by low to moderate residential development, which is appropriate for this area for the planning horizon of this plan.

Route 302 Transition Area. This area is characterized by a mix of residential and commercial development lining Route 302 from the town line with Westbrook to about the Albion Road intersection. Maintaining traffic flow on Route 302 south of the Rotary is important, so this area is not an appropriate location to encourage or incentivize additional non-residential development or high-impact commercial businesses. Development at the current pace and intensity levels are appropriate for this planning period, but design standards should apply to all new development in this highly visible and highly traveled section of Route 302.

The 4 Big Things

There are 39 goals laid out in the Inventory Chapters that follow, and 91 strategies to implement these goals. Many of these are required by Maine's Growth Management Act and associated departmental rules that lay out the State would like to see addressed in a municipal plan. The Goals and Strategies at the end of each of the Inventory Chapters are related to the specific topic of that chapter, so that Transportation goals are included in the Transportation Chapter, Public Facilities and Service goals are in the Public Facilities and Service Chapter, and so on.

Based on all the public comment we have received, we have tried to boil all of these goals and strategies to their most essential essence. The goal of this Plan is to present a manageable number high-priority, crosscutting challenges to meet over the next few years, rather than present a long and unprioritized laundry list of items to pick off over the next ten or more years. By moving the ball forward on these focused areas, the Town will be making progress on the most important issues Windham faces right now.

Each of the Big Things are high priority subject areas, meaning that they are not presented in prioritized list. They are all important, and the list is small enough that it should be possible to make progress on all of them at the same time. Each also is listed with Goals and Strategies from the various Inventory Chapters they touch on.

With these aims in mind, here are the Big 4 things that the Town Council and community at large need to work together on in the short term, along with graphics that represent the Core Values addressed by making progress on each one:

Big Thing #1 – Change the game for Windham's Growth Areas: North Windham, Windham Center, South Windham

Windham needs to begin thoughtfully and proactively laying the groundwork for these three traditional activity centers to become true centers for Windham. As envisioned above, these three areas are very unique within Windham, and these differences are great strengths that allow for different types and scales of neighborhood development that will truly make Windham a community for all people, ages, and economic means. This Big Thing is all about expanding the range of options available for people to choose from when considering Windham for a home or a place to start or expand a business.

-)] Transportation Goal 1.d and Economy Goal 2.f – Create Windham Center and South Windham district plans that focus on transportation and land use. This would be similar in concept to the 21st Century Downtown Plan for North Windham, but appropriately scaled to the context for each area.
-)] Future Land Use Plan Goals 5.a and 3.a and Public Facilities & Services Goal 2.d – Support a financial commitment to infrastructure in Growth Areas, with a goal of having 75% of all new Town infrastructure and facility investment occurring in Growth Areas.

- ## Big Thing #2 – Create a North Windham to be proud of

In order to inspire pride of place and transform North Windham from a major convenience retail center to a place where people choose to spend time, play and recreate, work and live, improvements and investments need to be made. These upgrades include changes to North Windham's transportation network, installation of new infrastructure for wastewater treatment and high speed broadband internet services and doing our best to ensure that when new development or redevelopment is proposed, sites are designed to become high-quality assets to the community.

- ## Big Thing #3 – Invest in Rural Windham to keep it rural

Comprehensive Plan 32

We need to get serious about open space and preserving working land within the time horizon of this plan or there will be little left to preserve and protect going forward. Getting serious about Rural Windham means making investments to purchase outright, or at least the develop rights, to the most special and iconic rural land in the community, knowing that it is not practical to keep all of the undeveloped land in Windham in its current undeveloped state. Getting serious also means working with farmers, wood lot owners, and others who earn their living from the land to make it easier to establish other rural uses and accessory uses to provide additional income streams to their operations. When rural land is productive and profitable, it is much easier to perpetuate into the future.

-) Recreation Goal 2.a, 2.b – Identify land for preservation and work with the land trust and other conservation organizations to pursue opportunities to protect important open space and recreational lands.
-) Recreation Goal 5.b – Establish a program for the preservation of land important to the people of Windham, similar to the state Land for Maine’s Future program, which receives funds from the Town every budget cycle.
-) Water & Natural Resources Goal 7.n – Pursue public/private partnerships to protect critical and important natural resources such as through purchase of land or easements from willing sellers.
-) Agriculture & Forestry Goal 2.a – Permit land use activities that support productive agriculture and forestry operations, such as roadside stands, greenhouses, firewood operations, sawmills, log buying yards and pick-your-own operations.

Big Thing #4 – Focus on Community Facilities and Programs

There are really two components to this Big Thing. The first is prioritizing the basic maintenance of existing facilities, which include roads, municipal and school buildings, and park and recreation lands. Windham is currently building a new larger South Windham Fire Station from an existing steel building in South Windham Village. This is the first new municipal facility since 1989, almost 30 years ago. The Town faces a backlog of deferred maintenance on many of the Town’s buildings and there are many efficiency related improvements that could pay for themselves in 5-10 years but need to be budgeted for. The Town’s roads are in relatively good shape, and the Public Works Department is flat out every construction season milling and paving local roads and conducting ditching and mowing operations around the community. It is imperative that Windham keep up on local road maintenance which costs a fraction of complete road rebuilds when maintenance is deferred too long.

Secondly, the Town needs to address the needs of a growing community from the standpoints of athletic facilities and community center space. The Town recently sold the Gambo Road Soccer Fields to the Windham Youth Soccer Association. This leaves the community with the Falmouth Road Little League Field as the only municipally owned playing field. The rest of the playing fields in Windham are on school district properties. There are public playgrounds at the Primary School and Town Office properties in Windham Center and at the Manchester School and Donnabeth Lippman Park in North Windham. The community needs to invest more in recreational space for organized youth and adult sports. There is a similar shortage of indoor recreational facilities, along with a shortage of community meeting and flex space for senior, youth, and general community activities and events. It has been

suggested several times in recent years that a Community Center could serve many purposes in Windham, and data from the Community Survey indicates support for the concept. All of these needs are the result of sustained residential growth, and all indications are that Windham will remain on a growth path for at least the remainder of this planning period.

Plan Implementation

The success of a plan is measured in how well it is implemented. Many comments were heard during the Visioning process that had to do with follow through on planning efforts. Comments similar to “Why are we doing a whole new plan when we still have so many items from the last plan that haven’t been done yet?” or “Why bother planning for improvements/facilities/infrastructure when we know we can’t afford to pay for them?” or “Why go through effort of planning only to produce another document that will sit on the shelf for 10 years?”

This Plan is not meant to be a document on a shelf. This Plan is a tool for community decision makers to use for making progress in the areas Action Plan that will have the biggest positive impacts for Windham’s current and future residents.

The Comprehensive Plan Review Team recommends that the Town Council adopt a charge for and appoint members to a Long Range Planning Committee. A charge for this group should include coordinating the implementation of the Big Ideas, implementing other Town plans and policies, such as the Complete Streets Policy adopted in 2015 and recommendations from the Energy Plan adopted in 2011. This group should be tasked with preparation of any of the district or topical plans or studies called for in this Comprehensive Plan. Finally, the Long Range Planning Committee should be responsible for updating and reporting on the performance measures below.

Performance Measures

Of course, this document includes many policy goals and suggested strategies that will allow the town to make progress toward each of those goals. What we should care about, though, and what we want to measure, are the things that the community told us they care about. We want to be able to show progress in areas that are most relevant to the people of Windham. Each of the numbered sections below corresponds to one of the Core Values identified through the visioning process and detailed in the Vision and Core Values section above.

These performance measures are suggested starting points, and should be updated and reported out to the Town Council and community on an annual basis.

1. Preserve important open spaces, forested lands and working farms
 - a. Number of acres of land protected through the acquisition of development rights, conservation easements or Town gift/purchase.
 - b. % new dwelling units permitted in growth areas relative to rural areas
2. Increase Windham’s role in the regional economy and increase and diversify the jobs available in Windham.
 - a. Total number of jobs in Windham.

- b. Ratio of the number of retail jobs relative to the total number of jobs in Windham
- 3. Preserve and improve accessibility and connections to local and regional destinations
 - a. Feet of new sidewalk constructed in Growth Areas
 - b. Ridership on Lakes Region Explorer
- 4. Make smart, targeted investments in infrastructure to shape future growth and improve municipal services
 - a. % of infrastructure funds spent in growth areas
 - b. Number of residential and non-residential connections to a public sewer system.
- 5. Windham should continue to be a community for people of all ages and economic means
 - a. Number of age-restricted dwelling units permitted as a percent of total dwelling units
 - b. Number of multiunit dwellings built relative to single family homes
 - c. Number of accessory dwelling units permitted
- 6. Celebrate community and connections to Windham's past
 - a. Estimated number of attendees at community events like Summerfest and the Tree Lighting.
 - b. Number of attendees at Windham Historical Society events.
 - c. Number of Windham youth sports participants
 - d. Estimated number of library patrons or number of items checked out.

Future Comprehensive Plan Updates

The Long Range Planning Committee should be charged with annual reporting on the performance measures suggested above, as well as adding to or changing the performance measures to improve how progress implementing the plan is moving forward.

The Plan should also be updated on a regular basis, perhaps every three years to five years or so, to keep the information in the inventory chapters current and to add or change to the Big Ideas as they are implemented or priorities change or new opportunities present themselves.

Going back out to the community for structured input in the form of surveys and visioning sessions is also recommended, though the Community Values and Vision should be considered to be more constant than the underlying technical information in the Inventory Chapters. As such, the community might not need to update that portion of the plan for a longer time period.

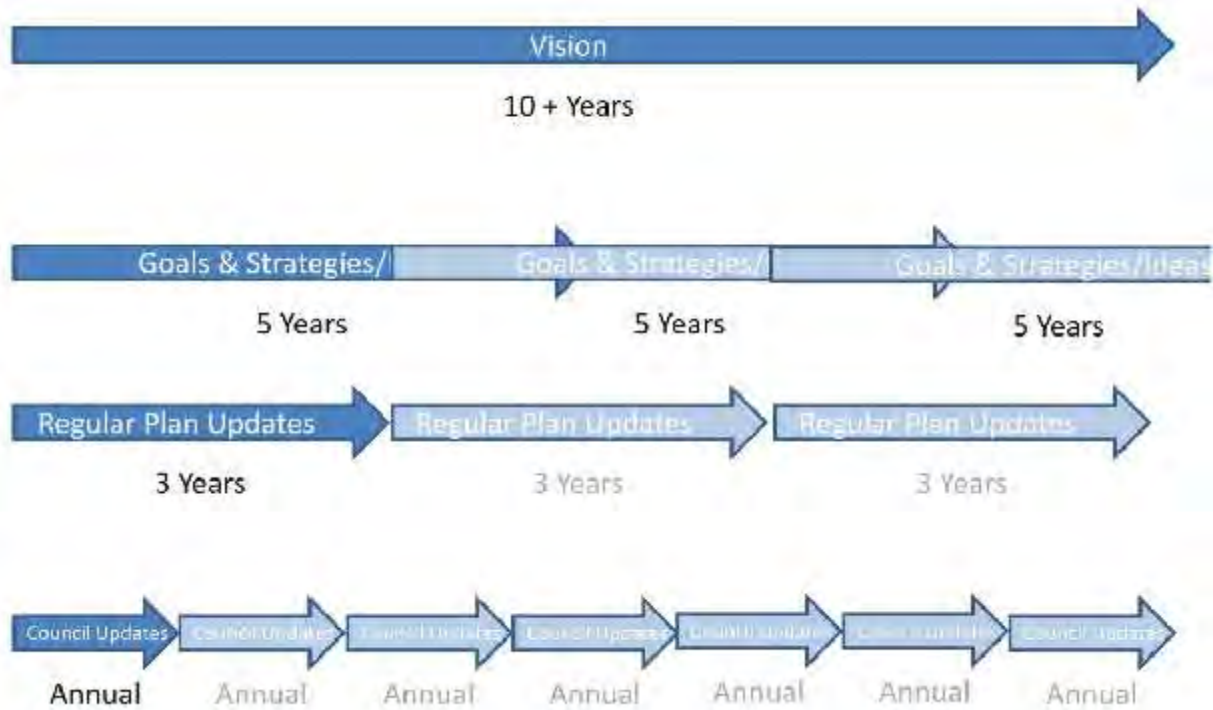


Figure 1 - Recommended Update Schedule

Historic & Archaeological Resources

State Goal: To preserve the State's historic and archaeological resources.

Conditions and Trends

The Windham Historical Society (<http://windhamhistorical.org>) was founded in 1967, and has been very active in the areas of preservation of buildings and artifacts important to the history of Windham and with public education and outreach. This work includes class room visits and guided bus tours more than 200 3rd graders annually, eight to twelve public lectures and programs each year, and a weekly local history column in the Lakes Region Weekly. Much of the information in this chapter comes from well researched work done by members of the Historical Society as part of the [1993 Comprehensive Plan document](#). (Fix link)

Overview of Windham's History

Prior to European settlement, much of the area of southwestern Maine, including the area of Windham, was the part of the homeland of the Abenaki tribe of Native Americans. The Abenaki are associated with the Algonquin Nation, a group of aboriginal peoples that stretched from the Maritime Provinces of Canada through upstate New York and Ontario. There were many seasonal Abenaki settlements between the White Mountains and Casco Bay, and the lakes and rivers were used as travel ways for thousands of years to access seasonal settlements.

The Windham area we know today was settled in 1737. The Massachusetts Bay colony granted this land to a group of individuals and families primarily from Marblehead, Massachusetts. These proprietors of the settlement named the township New Marblehead. This township was incorporated as the Town of Windham in 1762.

The early economy in Windham was focused on agriculture and forestry, and meeting the basic needs of the community and surrounding region. The next phase of Windham's growth included industrialization and manufacturing, centered on the power supplied by the Presumpscot and Pleasant Rivers. Please see the "Historic Patterns of Settlement" section, below for more information.

From 1830 through 1940, the population of Windham held steady around 2,000 people. Since that time, Windham has experienced a high rate of growth, along with the rise of North Windham as a regional retail center.

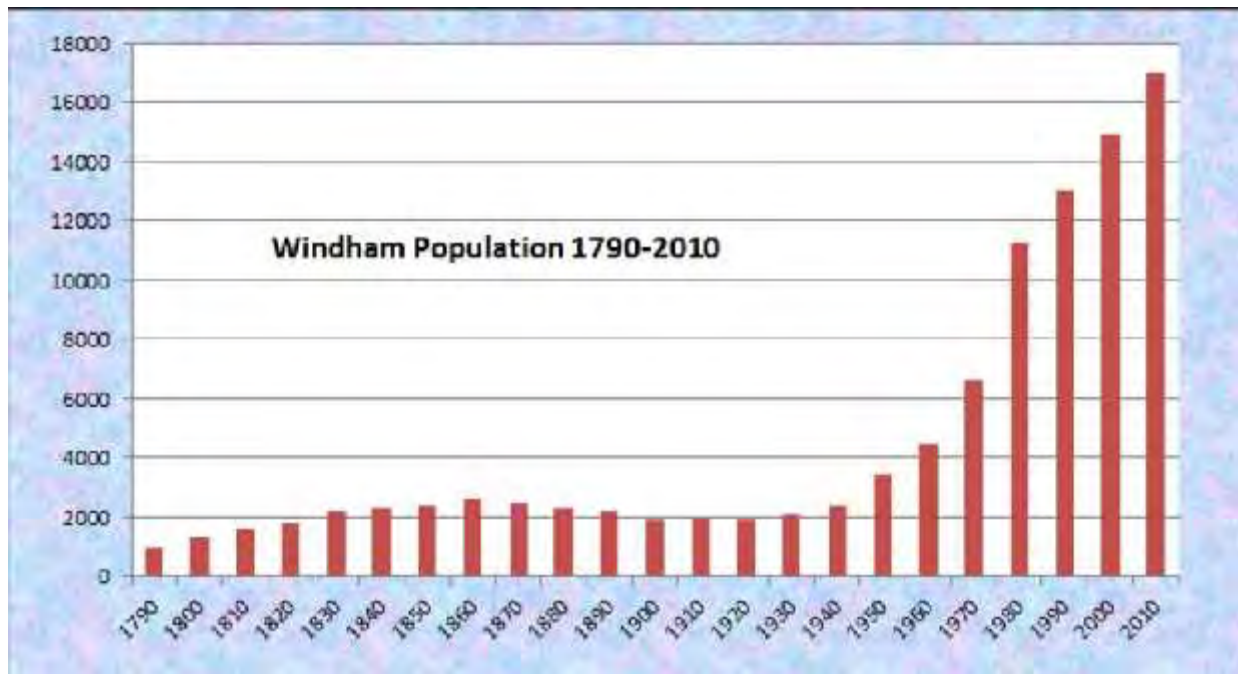


Figure 1. – Windham Population Growth 1790-2010.

Retrieved from <http://maineencyclopedia.com/windham/#>, Date: 3/6/15.

Archaeological Resource Inventory

The Maine Historic Preservation Commission (MHPC) divides archaeological sites into two types. Prehistoric sites are Native American, pre-European contact sites, potentially going back thousands of years. Historic sites are mostly European-American and generally date from about 1600 A.D.

Prehistoric Archaeological Resources

There are twenty-seven (27) known prehistoric sites in Windham. At least eleven (11) are considered Significant by the MHPC, meaning they are eligible for listing in the National Register of Historic Places. Map (#) shows the location of these sites. These sites are generally located on the shorelines of Sebago Lake the Presumpscot River. The MHPC states that there has been professional surveys done for prehistoric archeological resources as part of utility and dam relicensing projects, also notes that future professional archaeological surveys would likely reveal additional sites along the Pleasant River, and along the shores of Sebago, Little Sebago, and Highland Lakes, and some of the smaller waterways and ponds in North Windham, as shown on Map 10-1.

Historic Archaeological Resources

According to the Maine Historic Preservation Commission, there are seven historic archaeological sites documented in Windham. These sites are:

Site	Periods of Significance	Historic Settlement Area
Province Fort	1744 - 1759	First Settlement Area
Gambo Falls Powder Mill	1819 - 1909	South Windham
F. Harris Farmstead	1800s	n/a
Great Falls School	mid-1800s - late 1900s	Great Falls
Craig Road Farmstead	early 1800s - 1900s	n/a
Hawkes Cemetery	1828 - 1897	Windham Center/Windham Hill
J. Robinson Homestead	late 1800s	n/a

Figure 2 – Historic Archaeological Sites in Windham. *Maine Historic Preservation Commission*

The MHPC states that no professional surveys for historic resources have been conducted to date in Windham, and that any future survey should focus on sites associated with Euro-American settlement of the town in the 18th and 19th centuries.

Historic Buildings & Sites

There are several buildings and a district that have been identified by the MHPC as being significant as defined as either listed or eligible for listing on the National Register of Historic Places. These are:

Site	NRHP status	Historic Settlement Area
Parson Smith House	Listed	First Settlement Area
Goold Family House	Listed	Windham Center
Maplewood Farm	Listed	First Settlement Area
Great Falls Historic District	Listed	Great Falls
21 Main Street house	Eligible	South Windham
Dundee Hydro Station	Eligible	n/a
Gambo Falls Bridge	Eligible	South Windham

Figure 3 – Windham Locations on the National Register of Historic Places Listed or Eligible for Listing. *Maine Historic Preservation Commission.*

Threats to Significant Historic Resources

One of the most significant threats to the preservation of historic resources is public awareness of the resources themselves. As shown in Figure 1, Windham's population has increased dramatically in recent decades. Many of these residents have moved to Windham from other communities, states, or other nations. They do not have a connection to the land and places sustained over generations the way

many long time Windham residents enjoy. Without fostering a connection to Windham's past for both newer residents and for younger residents, historic resources are threatened to be lost, and historic properties and buildings may be developed in such a way as to diminish their historic value.

It should also be noted that the location of new development may also pose a threat to historic resources. Map 10-1 shows a large swath of North Windham north of Tandberg Trail (Route 115) and east of Roosevelt Trail (Route 302) as sensitive for prehistoric archaeological resources. Much of this area is also targeted as a growth area.

Historical Society Village Green Project

In May, 2014, the Windham Historical Society received Planning Board approval for the Village Green project in Windham Center. The vision is to build a replica of an 1800s Maine village that will serve as living history center complete with historic buildings owned by the Society today or acquired in the future that will be relocated to the site. The Village Green will provide an immersive educational experience for Windham area students and will host special programming around historic events, such as reenacted Civil War encampments and blacksmithing demonstrations. This property is also envisioned to be a gathering place for community events.

Analysis

Historic Patterns of Settlement

There are five historic settlement areas that were first noted in the 1993 Comprehensive Plan and carried through the 2003 Comprehensive Plan. These areas are:

First Settlement Area

This area is the location of the first European settlement in what is now the Town of Windham. This area is generally bounded by the Presumpscot River and River Road and runs from the Town line with the City of Westbrook and Colley Wright Brook, near the Correctional Center. A Provincial Fort was established here to protect the new settlement in 1744, which also housed most of the settlers through the French and Indian War ended in the 1750s. The Parson Smith house, built in 1764 by the community's minister Peter Thatcher Smith, is also located here, and is listed in the National Historic Register.

South Windham Village

This area of Windham was settled at the same time as the area in Gorham directly across the Presumpscot River. The Gorham side is still known as Little Falls Village. Despite the municipal boundary, South Windham/Little Falls has always functioned as a single community. The mills at Little Falls and Mallison Falls just down river provided materials for the township, and later products for larger markets. The river has powered grist, lumber, woolen and pulp mills.

Windham Center/Windham Hill

Before Route 302 was constructed, Windham Center Road was the main land route between Portland and the lakes and mountains. As a result, development surrounding the corner of Windham Center Road and Gray Road and the Windham Hill area between that intersection and

the Windham Center Road and River Road intersection included a tavern/public house for stage coach travelers, two grocery stores and the first town hall. Many historic homes and buildings remain. The oldest existing church in Windham is the Windham Hill Congregational Church, built in 1835.

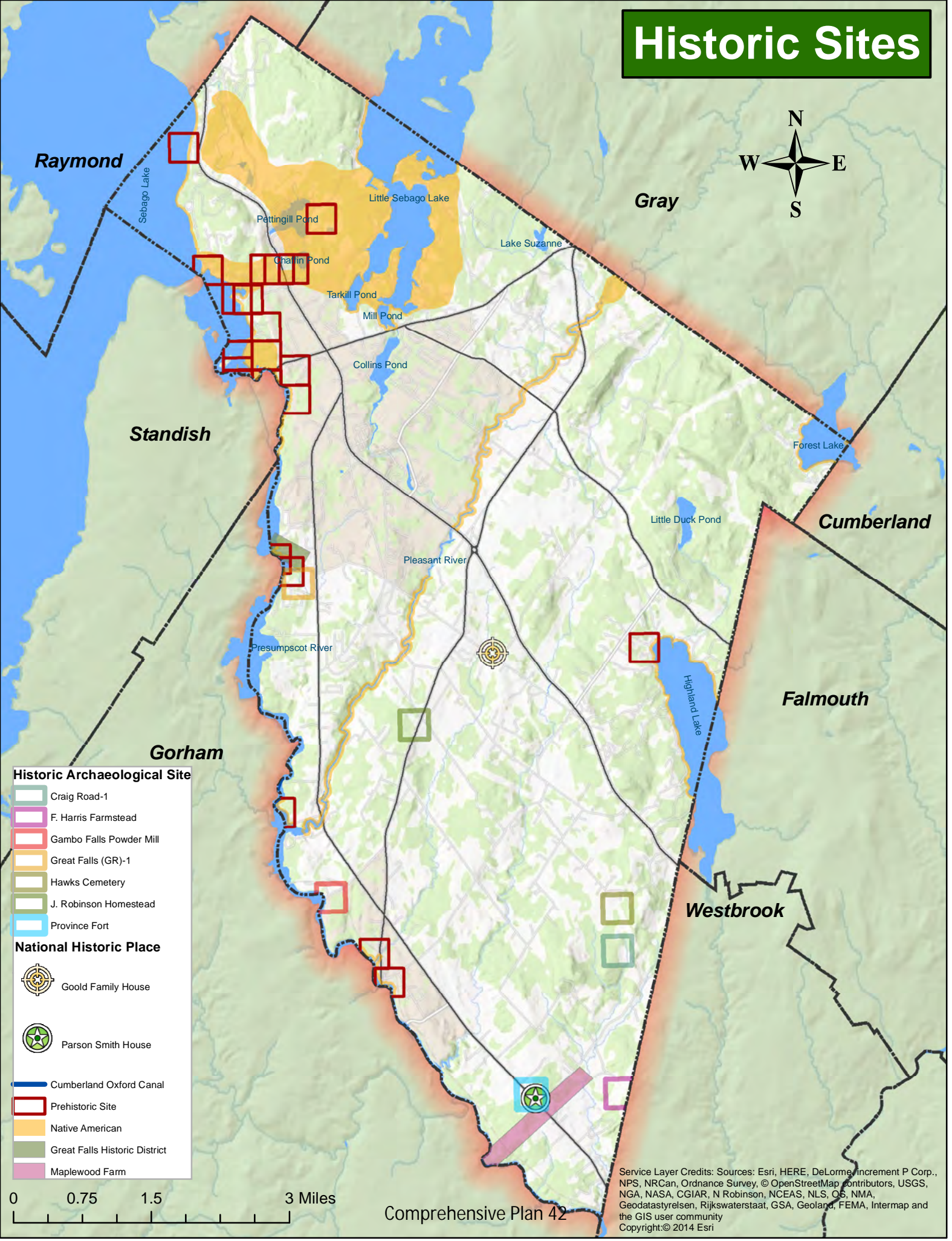
Great Falls

This area is located at the end of Windham Center Road at the outlet end of North Gorham Pond. This is a relatively small geographic area of Town, but it once supported several mills, including a large furniture manufacturing operation, producing on the order of 20,000 chairs annually in the 1860s, in addition to tables, stands and bedsteads. The mills are gone now, but there are several good examples of period homes on Great Falls Road.

Popeville

Located in the area around the Gray Road and Pope Road intersection, and extending up Pope Road across the Pleasant River, Popeville is another site of early settlement. The first resident of this area of town was Elijah Pope, a Quaker, who built his home and blacksmith shop near the Pleasant River in the late 1760s. Other Quaker families followed, and the Friends Meeting House and the Friends Cemetery at the corner of Gray Road and Pope Road are part of their legacy. The next two generations of Popes ran woolen mills and clothing manufacturing operations on the Pleasant River. It is also interesting to note that several of the homes in Popeville were stops on the Underground Railroad prior to the Civil War.

Historic Sites



- Historic Archaeological Site**
- Craig Road-1
 - F. Harris Farmstead
 - Gambo Falls Powder Mill
 - Great Falls (GR)-1
 - Hawks Cemetery
 - J. Robinson Homestead
 - Province Fort
- National Historic Place**
- Goold Family House
 - Parson Smith House
- Other Sites**
- Cumberland Oxford Canal
 - Prehistoric Site
 - Native American
 - Great Falls Historic District
 - Maplewood Farm

0 0.75 1.5 3 Miles

Protective Measures for Historic and Archaeological Resources

Any local protective measures for historic resources in Town are optional or coordinated through the volunteers at the Historical Society.

The Town adopted an Historic Preservation Ordinance (Chapter 126) in 1989, and an Historic Preservation Commission of five (5) members was appointed. However, the recommendations of the group to establish boundaries of historic districts were not implemented, rendering the ordinance unable to be implemented or enforced.

Local Site Plan and Subdivision Regulations

Projects that require site plan or subdivision review by the Planning Board or Staff Review Committee are required to submit a description of any historic or archaeological resources on the project site, as well as a plan that includes the location of “Other important or unique natural areas and site features, including...historic and/or archaeological resources.” See Land Use Ordinance (Chapter 140) [Section 800 – Site Plan Review](#) and [Section 900 – Subdivision Review](#) for these requirements in context with other submission requirements.

Site Plans are required to be sent to the MHPC when “the plan identifies any areas listed on or eligible to be listed on the National Register of Historic Places.” The subdivision ordinance goes further and states that Major Subdivisions (defined as five (5) or more lots or dwelling units) must be submitted to the MHPC when “all areas within or adjacent to the proposed subdivision which are either listed on or eligible to be listed on the National Register of Historic Places, or have been identified in the comprehensive plan or by the Maine Historic Preservation Commission as sensitive or likely to contain such sites.”

Section 800 includes a performance standard for all projects that states, “If any portion of the site has been identified as containing historic or archaeological resources, the development shall include appropriate measures for protecting these resources, including but not limited to, modification of the proposed design of the site, timing of construction, and limiting the extent of excavation.”

Note that there is no specific requirement for any survey of historical resource requirements if none are known to be on a project site, but only to show the location of known resources.

Current state of Windham’s Significant Historic Resources

The Historical Society maintains an inventory of assessments for historic value on older homes in the community. These assessments are conducted by the volunteer members of the Historical Society as they are requested by individual property owners. The inventory also contains information on old businesses, roads, cemeteries and municipal buildings.

This is a valuable resource, but it is not at comprehensive inventory. There is no comprehensive inventory for Historic Resources in the Town.

Goals & Suggested Strategies to Implement Goals

Goal 1: Protect to the greatest extent practicable the significant historic and archaeological resources in the community.

Strategy 1.a For known historic archeological sites and areas sensitive to prehistoric archeology, through local land use ordinances require subdivision or non-residential developers to take appropriate measures to protect those resources, including but not limited to, modification of the proposed site design, construction timing, and/or extent of excavation.

Note: Partially Implemented. This requirement is in the ordinance for projects that require Site Plan Review, but not for subdivisions or projects that do not require Planning Board or Staff Review Committee approval.

Strategy 1.b Adopt or amend land use ordinances to require the planning board (or other designated review authority) to incorporate maps and information provided by the Maine Historic Preservation Commission into their review process.

Note: Partially implemented. The ordinance requires coordination with MHPC when National Register properties are on the project site, or in the case of subdivisions, even adjacent to the project site. However, the mapping provided by the MHPC has not been incorporated into the ordinance for projects that do not involve National Register properties .

Strategy 1.c Work with the local or county historical society and/or the Maine Historic Preservation Commission to assess the need for, and if necessary plan for, a comprehensive community survey of the community's historic and archaeological resources.

Note: Partially implemented. As noted above, the Historical Society has made a good start on this project, but is limited in resources and scope of inventory work. The Historical Society could benefit from Town staff time and mapping support of the Town to advance this project for the most significant historical resources.

Goal 2: Identify and build public awareness of Windham's most significant historical resources and structures.

Strategy 2.a Work with the Windham Historical Society to complete the historic building and site inventory started by the Society.

Strategy 2.b Use the mapping provided by the MHPC showing potential prehistoric archeological resources as the basis for a professional survey of the highlighted areas.

Strategy 2.c Identify historic resources with signage at the street. According to members of the Historical Society, there were signs installed by the Town to identify between 30-40 historic sites and buildings many decades ago. Over the years, this signage has not been maintained or gone missing for all but a few locations.

Goal 3: Protect Windham's most significant historic resources and structures.

Strategy 3.a Work with the Windham Historical Society, land trusts and private property owners to permanently protect significant historic buildings and sites through acquisition or listing in the National Register of Historic Places.

Strategy 3.b Re-establish the Historic Preservation Commission in order to update and implement the Historic Preservation Ordinance.

Water and Natural Resources

State Goal – To protect the quality and manage the quantity of the State’s water resources, including lakes, aquifers, great ponds, estuaries, rivers, and coastal area, and to protect the State’s other critical natural resources, including without limitation, wetlands, wildlife and fisheries habitat, sand dunes, shorelands, scenic vistas, and unique natural areas.

Conditions & Trends

This chapter provides a comprehensive inventory of Windham’s natural and water resources. Understanding these systems and assets is essential to encouraging both environmentally and economically sustainable land use decisions that insure the enjoyment and protection of these resources for future generations.

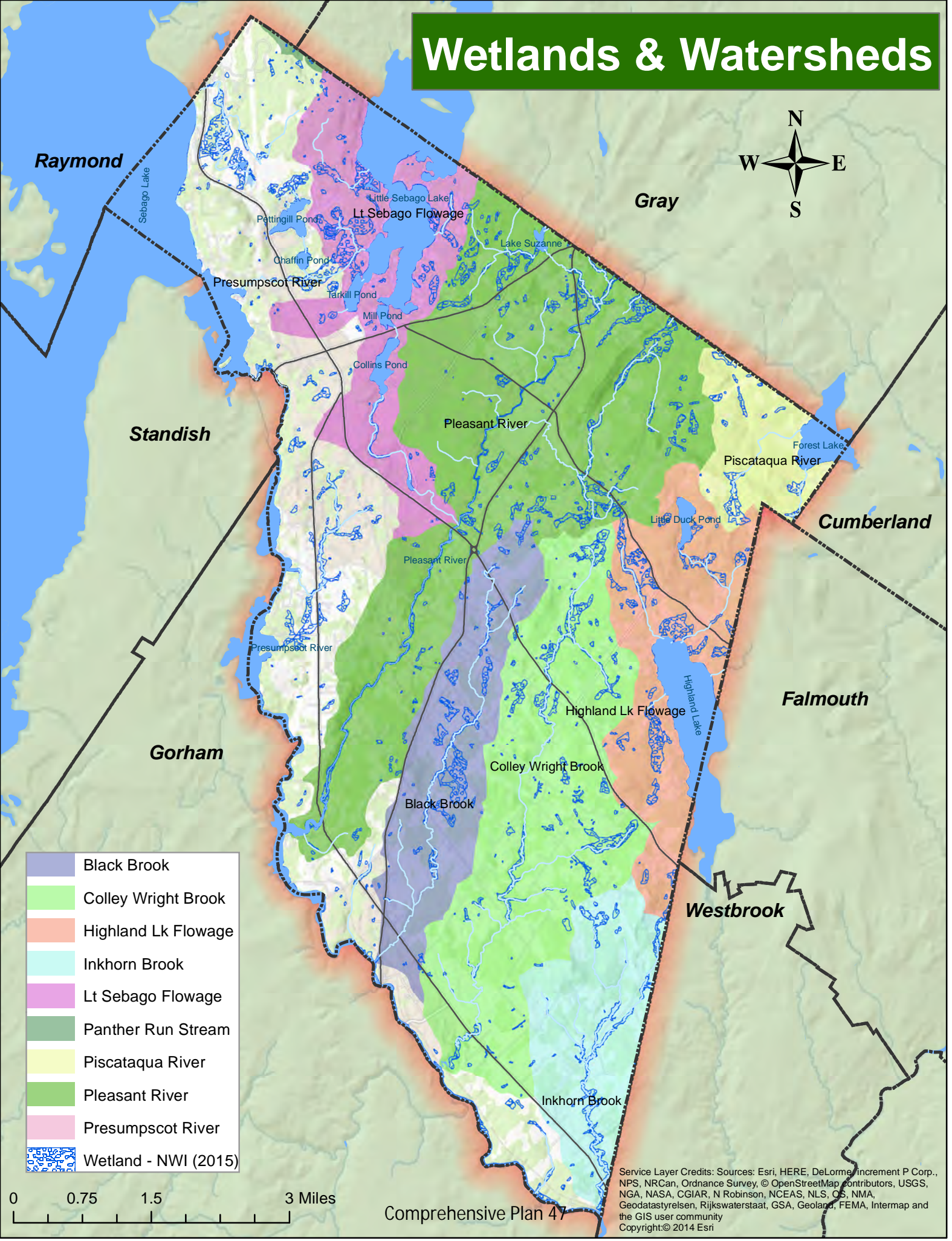
Watersheds






A watershed is defined generally as an area that drains into a waterway, such as a stream, river, surface water body or aquifer, and is delineated by both natural and man-made features. Watersheds are interconnected such that action taken in one part of a system can affect water quality further downstream in that system.

All of Windham lies within the Casco Bay Watershed, which includes 945 miles and about a quarter of a million people. The town is also comprised of many smaller sub-watersheds associated with its lakes, ponds, wetlands, streams, and rivers. Some of these are located wholly within municipal boundaries and some are shared with neighboring communities. Drilling down further, Windham also lies partially within the Sebago lake watershed, comprised of approximately 300,000 acres (450 square miles) across 23 towns. Sebago Lake is the public water supply for 11 towns within the Greater Portland area including Windham. A map displaying Windham’s watersheds and wetland systems is on the following page.

Many watersheds extend beyond municipal boundaries, so managing water quality efforts on a watershed model often requires regional cooperation to be truly effective. Windham values the quality of life its natural and water resources provide to its residents and visitors and appreciates the responsibility of all towns in the region to protect the water quality of watershed resources. Over the years Windham has actively participated in several regional planning efforts involving neighboring communities and regional entities related to these critical resources. Most recently these efforts have involved cooperation with the Town of Gray for work within the Pleasant River watershed (2012-2013) and the Little Sebago Lake watershed (2014). These cooperative efforts have been initiated and managed by the Cumberland County Soil & Water Conservation District (CCSWCD).

Wetlands & Watersheds



-  Black Brook
-  Colley Wright Brook
-  Highland Lk Flowage
-  Inkhorn Brook
-  Lt Sebago Flowage
-  Panther Run Stream
-  Piscataqua River
-  Pleasant River
-  Presumpscot River
-  Wetland - NWI (2015)

0 0.75 1.5 3 Miles

Comprehensive Plan 47

Service Layer Credits: Sources: Esri, HERE, DeLorme, Incentiv P Corp., NPS, NRCAn, Ordnance Survey, © OpenStreetMap contributors, USGS, NGA, NASA, CGIAR, N Robinson, NCEAS, NLS, OS, NMA, Geodastystrelen, Rijkswaterstaat, GSA, Geoland, FEMA, Intermap and the GIS user community
Copyright:© 2014 Esri

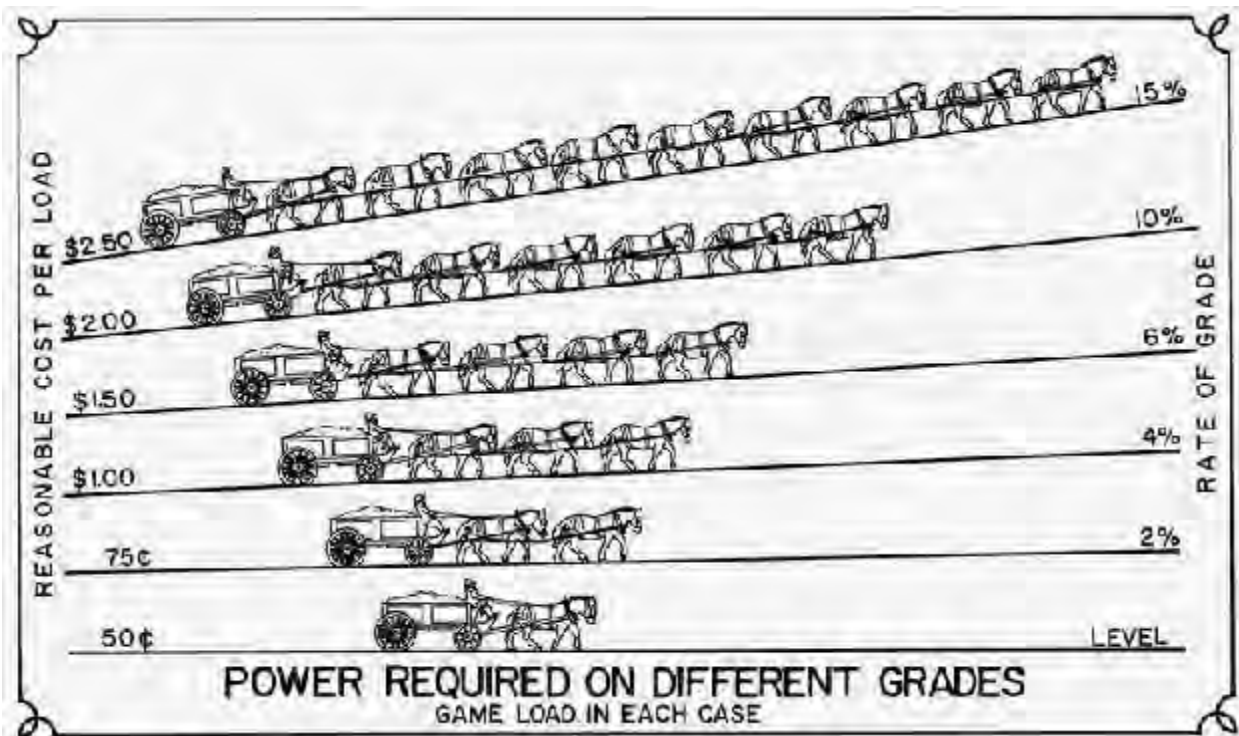
Topography & Steep Slopes

The topography of a place directly shapes its watersheds and Windham's elevation changes tend to lead water from a northeast to southwest direction, draining towards the Presumpscot River.

The lowest land elevations, below 100 feet above sea level, are found along the Presumpscot near the southern end of town. The highest elevations, measuring between 500-600 feet above sea level are located on Mount Hunger, west of Little Sebago Lake and Atherton Hill, southwest of Forest Lake. Between Mount Hunger and Atherton Hill lies the Pleasant River watershed, which includes the wide drainage area of Little Sebago Lake, Mill Pond, Collins Pond and Ditch Brook, as well as the Pleasant River itself towards the confluence of the Presumpscot.

Very steep slopes are not generally an issue in Windham, with only a few areas where the slope exceeds 15%. However, more moderate slopes between 8% and 15% can also be an issue by creating sediment and nutrient runoff which can threaten water quality in lakes and rivers.

Figure 2 - Chart from the 1800's showing the relatively steepness of various grades. Library of Congress.



Areas of steep slopes measuring 15-25% are located along the western and southeastern shore of Little Sebago lake, and along the southern shore of Forest lake. Areas of more moderate slope measuring between 8- 15% are found in several areas throughout Windham, although commonly adjacent to water bodies. Fortunately, there are only a few areas where slopes exceed 25% and few are located near water bodies. However, of most concern is an area located to the east of Sebago Lake.

In Windham, runoff generated from dense development around the lakes is more of a threat to water quality than runoff resulting from slope. These once seasonal, now year round homes rely on individual

septic systems (many are aging), and have limited access along old gravel roads originally constructed to support seasonal camps.

Surface Water

Lakes and Ponds

There are six waterbodies classified by the state as “great ponds.” This classification means that the lake or pond is a public resource, owned by the people of Maine. The area of each of these surface water bodies was obtained at www.lakesofmaine.org. By size, these waterbodies are:

-) Sebago Lake – approximately 30,000 acres. Shared frontage with Standish, Sebago, Naples, Casco, Raymond and Frye Island.
-) Little Sebago Lake – 2009 acres. Shared with Gray.
-) Highland Lake – 640 acres. Shared frontage with Falmouth and Westbrook.
-) Forest Lake – 211 acres. Shared frontage with Cumberland and Gray.
-) Pettingill Pond – 43 acres
-) Collins Pond – 42 acres
-) Little Duck Pond – 34 acres
-) Tarkill Pond – 26 acres
-) Mill Pond – 16 acres
-) Chaffin Pond – 13 acres

Sebago Lake

As discussed above, although each town must implement and maintain standards on an individual level, coordinating these policies on a regional level is essential in order to insure they are effective. The success of the Sebago Lake Watershed highlights the importance of coordinated regional policies and planning among many communities and organizations.

In 1913, the Maine Legislature recognized Sebago Lake as the water supply for 11 towns within Greater Portland including Windham. To date, the water quality is still considered excellent and requires very little treatment for use as a public water supply. The Portland Water District (PWD) maintains an intake in the Lower Bay, upstream from Windham’s lake frontage. PWD maintains a 3000ft. “no trespassing zone”, and a two mile no contact zone, as well as almost 2500 acres of conservation land adjacent to the intake in the lower bay area.

Of the 23 towns in the Sebago Lake Watershed, only Standish, Sebago, Naples, Casco, Raymond, Frye Island, and Windham have frontage along the Lake, and therefore development in these communities has the potential to directly impact Sebago’s water quality. Windham maintains 1900 acres of land in the Sebago Lake Watershed. Only the very northern part of North Windham is within the lake’s watershed. The small watersheds of Hyde Brook, Outlet Brook flowing out of Chaffin Pond and two other unnamed tributaries drain into the Lake..

Smaller Lakes

Highland Lake, Forest Lake and Little Sebago lakes are considered Great Ponds (larger than 10 acres) and are shared with several towns. All three lakes are the focus of regional watershed planning efforts managed by Cumberland County Soil and Water District (CCSWCD). The purpose of these projects is to significantly reduce soil erosion and polluted runoff sources, foster long-term stewardship, and ultimately improve water quality. As part of these efforts, CCSWD offers free technical assistance to landowners, towns and private road associations in order to address erosion problems.

Highland Lake is a 640-acre lake located in the municipalities of Falmouth, Windham, and Westbrook. The watershed area is 8.5 square miles with a maximum depth is approximately 67 feet. It has undergone periodic water quality monitoring since the mid-1970s, conducted by volunteers at the Highland Lake Association (HLA), the Maine DEP, and the Maine Volunteer Lake Monitoring Program. In 1990, Highland Lake was added to the impaired water bodies list based on the trend of declining water quality. In 1999, these groups listed above conducted the Highland Lake Watershed Survey and Implementation Plan. The plan recognized that oxygen levels in the lake had been declining since 1978 due to increases in algae, phosphorous, and sedimentation associated with increased sprawling development and individual septic systems. Although no issues were identified with 98% of the systems surveyed, the report indicated that the reliance on individual septic systems was not sustainable and would eventually become a major threat to water quality. 30% of the septic systems surveyed were approaching the end of their lifespan. Following this effort, a watershed management plan was developed for the Lake outlining specific goals and implementation strategies focused on reducing existing and potential non-point sources of pollution over a 10-15 year period. In 2010, Highland Lake was removed from the impaired list.

Rivers and Streams

Presumpscot River

The Presumpscot River runs almost 26 miles from Sebago Lake Basin to Casco Bay. Six communities have frontage on this river. The river has had several dams over the years in different areas along the Windham/Gorham line for power generation resulting in the creation of several newer water bodies including Sebago lake Basin, North Gorham Pond, and Dundee Pond. In 2003, the Casco Bay Estuary Partnership (CBEP) assembled a broad group of stakeholders including all five municipalities and facilitated the development of a plan for the Presumpscot River. Several businesses, including SAPPI Fine Paper (formerly S. D. Warren Company), located in Westbrook and owner of seven of the dams on the river, participated on the steering committee for the Plan.

The Presumpscot Regional Land Trust (PRLT) reorganized with the Windham Land Trust and the Presumpscot River Watch (PRW) so that all three organizations are now merged into the PRLT. The PRW has been monitoring three stations in Falmouth, including on the Presumpscot River and recent monitoring has been done in some of the river's sub-watersheds, including Otter Brook and Black Brook. These two sub-watersheds, as well as Colley Wright Brook and the Pleasant River (see more below) are all Class B streams that are considered impaired due to high bacteria and low dissolved oxygen. These

three brooks and the Pleasant River itself are listed on Maine DEP's Impaired Streams List for NPS Priority Watersheds.

Pleasant River

The Pleasant River watershed, which includes Ditch Brook, an outlet from Little Sebago Lake, is the town's largest sub-watershed area. However, much of the contributing flow into the Pleasant River comes from neighboring Gray. As noted above, the Pleasant River does not currently meet the Maine DEP's criteria for a Class B river as it is considered to be impaired due to high bacteria counts, and low levels of dissolved oxygen. In response to this issue, Windham and Gray worked with the Cumberland County Soil and Water Conservation District to create a watershed-based management plan outlining the steps needed for the Pleasant River to improve its water quality to acceptable levels. The EPA also requires such a plan prior to releasing any federal funds for clean-up. In the spring and summer of 2008, a watershed survey that focused on polluted runoff was conducted throughout the Pleasant River Watershed. Results from the 2008 Watershed Survey identified 95 non-point sources (NPS) of pollution. Most of the sites documented were associated with town roads (35%), private roads (15%) and residential areas (13%). Other NPS sites documented included state roads, agriculture sites, businesses/commercial properties, trails/paths or boat access, and construction sites. In 2011, the Pleasant River Watershed Management Plan was developed through a grant from the Casco Bay Estuary Partnership (CBEP). The report identifies polluted runoff as the greatest potential threat to water quality in the Pleasant River.

Groundwater/ Aquifer Resources

Groundwater is water found below ground in soil and rock formations. Groundwater occurring in sufficient quantities to supply a well is called an aquifer. The state has mapped "high yield aquifers" that are significant because of the amount of water they contain and the amount of water that can be extracted from these formations. The highest concentration of high yield aquifers is located around Little Sebago Lake, extending toward Sebago Lake and the Presumpscot River. This area is the largest mapped high yield aquifer in southern Maine. Other smaller areas have been identified around Windham Center, River Road, and Forest Lake. Only the aquifer adjacent to Little Sebago Lake has the capacity to yield more than 50 gallons per minute.

Analysis

Water Quality and Protection

Point Source Pollutants

Point source pollutants can be traced to one location, or point, such as a factory or treatment plant. The Windham School Wastewater Treatment Facility currently has a permit for a point-source discharge on the main stem of the Pleasant River about a half mile downstream from the Windham Center Road crossing. Since 2000, this treatment facility has experienced sporadic non-compliance of Total Suspended Solids (TSS) and Biological Oxygen Demand (BOD). MEDEP is currently working with the treatment facility to develop solutions to reduce the number of non-compliance violations. The Town of

Windham has also considered a wastewater sewer system for the North Windham business district to which this School Treatment Facility could connect.

Non-point sources

Unlike pollution from industrial and sewage treatment plants, nonpoint pollution sources (NPS) do not originate from a centralized source. Rainfall or snowmelt travels over and through the ground, bringing with it natural and human-made pollutants, with the potential of depositing them into lakes, rivers, wetlands, streams and other waterbodies. In Windham, a large amount of this pollution comes from stormwater runoff associated with large parking lots and the improper construction and maintenance of old gravel camp roads. Proper maintenance of these roads helps prevent this form of pollution. Phosphorous is the prime nutrient carried by these eroded sediments.

In Windham, runoff generated from densely settled seasonal housing around the lake is recognized as a potential threat to water quality. These once seasonal, now year round homes rely on individual septic systems (many are aging), and have limited access along old gravel roads originally constructed to support seasonal camps. The DEP maintains a list of NPS Priority Watersheds. Forest Lake, Highland Lake, and Little Sebago Lake are all on that DEP list.

Windham relies on septic systems to provide treatment for its residential and commercial wastewater. If properly designed and maintained these systems can provide an effective long term treatment of nitrates, phosphorus, and pathogens for in wastewater. Unfortunately, these systems can suffer from a lack of maintenance that results in failure and ultimately threatens water resources. In response to this risk, the Town contracted with Woodard & Curran in March 2010 to provide an update to its 2003 Wastewater Facilities Plan. The study recommended collecting and transporting wastewater generated in North Windham and treating and disposing it at the Westbrook-Gorham Regional Water Pollution Control Facility (WGRWPCF) owned and operated by the Portland Water District. This treatment concept was endorsed by the Windham Town Council and at their direction the consultant developed a design of the collection and transport system and budget for increasing the capacity of the treatment facility. The upgrades to the WGRWPCF were sized to treat roughly 700,000 gallons per day of wastewater from the first phase of the project. The Phase 1 Capital Cost Estimate for this project was estimated at \$67.8M with an annual additional operation and maintenance budget at \$460,000. The project was overwhelmingly voted down by residents, 6,513 to 2,036, in 2012.

The issues that prompted the renewed look at how to treat wastewater in North Windham – environmental concerns, economic development and community development goals – did not go away after the vote.

Invasive Aquatic Plants

Although not tied to State water quality, it is important to note that there are several infestations of variable-leaf milfoil in Windham. The Little Sebago Lake Association first identified this invasive plant in 1999 and removal efforts have been ongoing since 2004. Other infestations have been documented with some active management on Collins Pond, Mill Pond, Sebago Lake and the Presumpscot River. Boat inspections and plant surveys are important tools for preventing additional infestations.

Wildlife and Plant Habitats

The type, location and scale of development can have a significant effect on wildlife habitat. Larger natural areas or corridors are often broken up as a result of development patterns. Documenting and protecting these natural resources is essential to maintaining their abundance and diversity, and to ensuring natural places play an important role in our communities.

Significant Wildlife Habitat

Beginning with Habitat (BwH), a collaborative program of federal, state, and local agencies and non-governmental organizations, is a habitat-based approach to conserving wildlife and plan habitat on a large scale. The program helps local decision makers create a vision for their community and develop a plan that provides habitat for all species and balances future development with conservation.

Windham's natural resources can be seen on a series of maps found at the BwH website:

http://www.beginningwithhabitat.org/the_maps/status-w.html.

Deer Wintering Areas

Deer wintering areas have been identified west of Lake Suzanne, along the northern portion of Route 115 east of Hunger Bay. Areas have also been identified east of Ditch Brook, southeast of the North Windham commercial area, and northeast of Little Duck Pond, west of Forest Lake and the Gray/Cumberland border.

Waterfowl and Wading Birds

Several areas of waterfowl and wading bird habitats have been identified around the Highland Lake area of Windham, as well as the northwest tip of Windham between the Sebago and Little Sebago Lakes.

Significant Vernal Pools

Vernal Pools are temporary wet areas that appear in the spring and only hold standing water in the spring, typically drying out in the summer months. Vernal Pools provide habitat for many species on a seasonal basis. When you hear spring peepers and other frogs in the spring, they are usually at a vernal pool. Although vernal pools are many and can be found from one end of Windham to another, a Significant Vernal pool is defined by the state as Significant Wildlife Habitat based on the number of frog and salamander egg masses or the presence of freshwater crustacean called a fairy shrimp.

A vernal pool mapping project was conducted in the spring of 2009 and 2010. Based on aerial surveys of Windham sponsored by the University of Maine and the Maine Audubon, landowners were contact by the town regarding the presence of potential vernal pools. Willing landowners responded to allow trained volunteers to visit the potential vernal pools to determine if they were not vernal pools or if they were indeed vernal pools and if so, whether or not they met the state criteria to be classified as a Significant Vernal Pool. This information was provided to the landowners only, and was not sent on to DEP or Maine Inland Fisheries & Wildlife for verification. Outside of this work vernal pools and Significant Vernal Pools are typically only identified as part of a subdivision proposal or other development project.

Exemplary Community Types

The Maine Natural Areas Program (MNAP) has identified two exemplary Natural Community types in the northern area of Windham – Pitch Pine Bog (a rare wetland type in Maine) and Red Maple Swamp (an exemplary occurrence of a more common wetland type). In addition, a State-Threatened aquatic plant, Spotted Pondweed, has been identified at Highland Lake. For more information about these botanical features, please visit the MNAP website, www.maine.gov/dacf/mnap, and refer to Map 2, High Value Plant and Animal Habitats.

Threatened, Endangered and Species of Special Concerns

Maine Department of Inland Fisheries and Wildlife (IF&W) has identified various habitats in Windham as *Threatened, Endangered, or Species of Special Concern*. Brook Floater, a freshwater mussel has been identified as a threatened species throughout Windham. New England Cottontail, and the Great Blue Heron were also identified as a species of special concern.

No comprehensive statewide inventory for bats has been completed, but there are three species of bats that have recently been protected under Maine’s Endangered Species Act. These bats are the little brown bat (State Endangered), the northern long-eared bat (State Endangered) and the eastern small-footed bat (State Threatened). Four other bat species, the red bat, the hoary bat, the silver-haired bat, and the tri-colored bat are all listed as Special Concern.

Large undeveloped habitat blocks

Contiguous unbroken habitat blocks are essential to fostering healthy wildlife habitats. Wildlife requires blocks ranging from 50 acres (for some grassland birds) up to 5000 acres (black Bears), depending on the species. In general, Windham has a fragmented network of habitat blocks separated by encroaching development and roads. However, Windham currently has several significant habitat blocks, generally located in the quadrant of East Windham, bounded by Routes 202 and 302 to the west and extending through the Little Duck Pond and Forest Lake areas into Gray. Maintaining this network of habitat blocks should be an important consideration in managing the town’s land uses and future development. These habitat blocks are shown on the map below.

Beginning with HABITAT An Approach to Conserving Maine's Natural Space for Plants, Animals, and People

Primary Map 2

High Value Plant & Animal Habitats

Windham

This map is non-exhaustive and is intended for planning purposes only.



LEGEND

Beginning with Habitat (BwH) is a voluntary tool intended to assist landowners, resource managers, planners, and municipalities in identifying and making informed decisions about areas of potential natural resource concern. This data includes the best available information processed through BwH's qualitative pathways as of the map date, and is intended for information purposes only. It should not be integrated as a comprehensive analysis of plant and animal resources, or other local resources, but rather as an initial screen to flag areas where agency consultation may be appropriate. Habitat data sets are updated continuously as more accurate and current data becomes available. However, as many areas have not been completely surveyed, features may be present that were not yet mapped, and the boundaries of some depicted features may need to be revised. Local knowledge is critical in providing accurate data. If errors are noted in the current depiction of resources, please contact our office. Some habitat features depicted on this map are regulated by the State of Maine through the Maine Endangered Species Act (Essential Habitats and Threatened and Endangered Species communities) and Natural Resources Protection Act (Significant Wildlife Habitat). We recommend consultation with MDIFW Regional Ecologists or MNPAP Ecologists if activities are proposed within resource areas depicted on this map. Consultation early in the planning process usually helps to resolve regulatory concerns and minimize agency review time. For MDIFW and MNPAP contact information, visit <http://www.beginningwithhabitat.org/contact/index.html>.

- Organized Township Boundary
- Unorganized Township
- Selected Town or Area of Interest
- Developed Impervious surfaces such as buildings and roads

Rare, Threatened, or Endangered Wildlife

Known rare, threatened, or endangered species occurrences and/or the associated habitats based on species sightings.

Consult with an MDIFW regional biologist to determine the relative importance and conservation needs of the specific habitat and supporting habitat. For more information regarding individual species visit our website: <http://www.maine.gov/wildlife/species/endangered/>

The Federal Endangered Species Act requires actions authorized, funded, or carried out by federal agencies to be reviewed by the U.S. Fish and Wildlife Service. If your project occurs near an occurrence of the Atlantic Salmon, Roseate Tern, Piping Plover, Canada Lynx, New England Cottontail, Fish Hawk, Osprey, or Short-toed Shearwater contact the Maine Field Office, USFWS, 1185 Main St., Old Town, ME 04468.

Rare or Exemplary Plant and Natural Communities

Known rare, threatened, or endangered plant occurrences are based on field observations. Consult with a Maine Natural Areas Program (MNPAP) Ecologist to determine conservation needs of particular species. For more information regarding rare plants, the complete list of tracked species and fact sheets for those species can be found at <http://www.maine.gov/electronic/naturalareas/glossary.html>

The MNPAP has classified and distinguished 99 different natural community types that collectively cover the state's landscape. These include such habitats as floodplain forests, maritime spruce forests, and many others. Each type is assigned a rarity rank of 1 (very rare) through 5 (common). Mapped rare natural communities or ecosystems, or exemplary natural communities or ecosystems, are based on field surveys and aerial photo interpretation. Consult with an MNPAP Ecologist to determine conservation needs of particular communities or ecosystems.

Essential Wildlife Habitats

Maine's Department of Inland Fisheries & Wildlife (MDIFW, www.state.me.us/difw/) maps areas currently or historically providing habitat essential to the conservation of endangered or threatened species as defined by the Maine Endangered Species Act (12 M.R.S.A. Chapter 65, Subchapter 3, Sections 1204 and 1205) and regulations MDIFW Rules, Chapter 6.05. Identification of Essential Habitat areas is based on species observations and confirmed habitat use. If a project occurs early or solely within an Essential Habitat, it must be evaluated by MDIFW before state or municipal permits can be approved or project activities can take place.

Significant Wildlife Habitats

- Candidate Deer Wintering Area
- Forested areas possibly used by deer for shelter during periods of deep snow and cold temperatures. Assessing the current value of a deer wintering area requires on-site investigation and verification by F&W staff. Locations depicted should be considered as approximate only.
- Inland Waterfowl / Wading Bird
- Freshwater breeding, migration/stopover, and wintering habitats for inland waterfowl or wading birds, including migration, or roosting habitats for inland wading birds.
- Coastal Nesting Island
- An island, ledge, or portion thereof in tidal waters with documented, nesting seabirds or suitable nesting habitat for endangered seabirds.
- Shorebird Areas
- Coastal staging areas that provide feeding habitat for tidal mudflats or roosting habitat for the great blue or sand dunes for migrating shorebirds.
- Tidal Waterfowl / Wading Bird
- Breeding, migration/stopover, or wintering areas for coastal waterfowl or breeding, feeding, migrating, or roosting areas for coastal wading birds. Tidal Waterfowl/Wading Bird habitats include aquatic beds, wetlands, emergent wetlands, mudflats, seagrass communities, and reefs.
- Significant Vernal Pools
- A pool or depression used for breeding by amphibians and other indicator species and that portion of the critical terrestrial habitat within 250 ft of the spring or tall high water mark. A vernal pool must have the following characteristics: natural origin, nonpermanently hypoxic, lack permanently flowing inlet or outlet, and lack predatory fish.

Maine's Natural Resources Protection Act

Maine's Natural Resources Protection Act (NRPA, 1985) is administered by the Maine Department of Environmental Protection (MDEP: <http://www.maine.gov/dcep/thydoc/ncd/>) and is intended to prevent further degradation and loss of natural resources in the state, including the above Significant Wildlife Habitats that have been mapped by MDIFW. MDEP has regulatory authority over most Significant Wildlife Habitats. The regional MDEP office should be consulted when considering a project in these areas.

Atlantic Salmon Spawning/Rearing Habitat

Atlantic Salmon Rearing Habitat

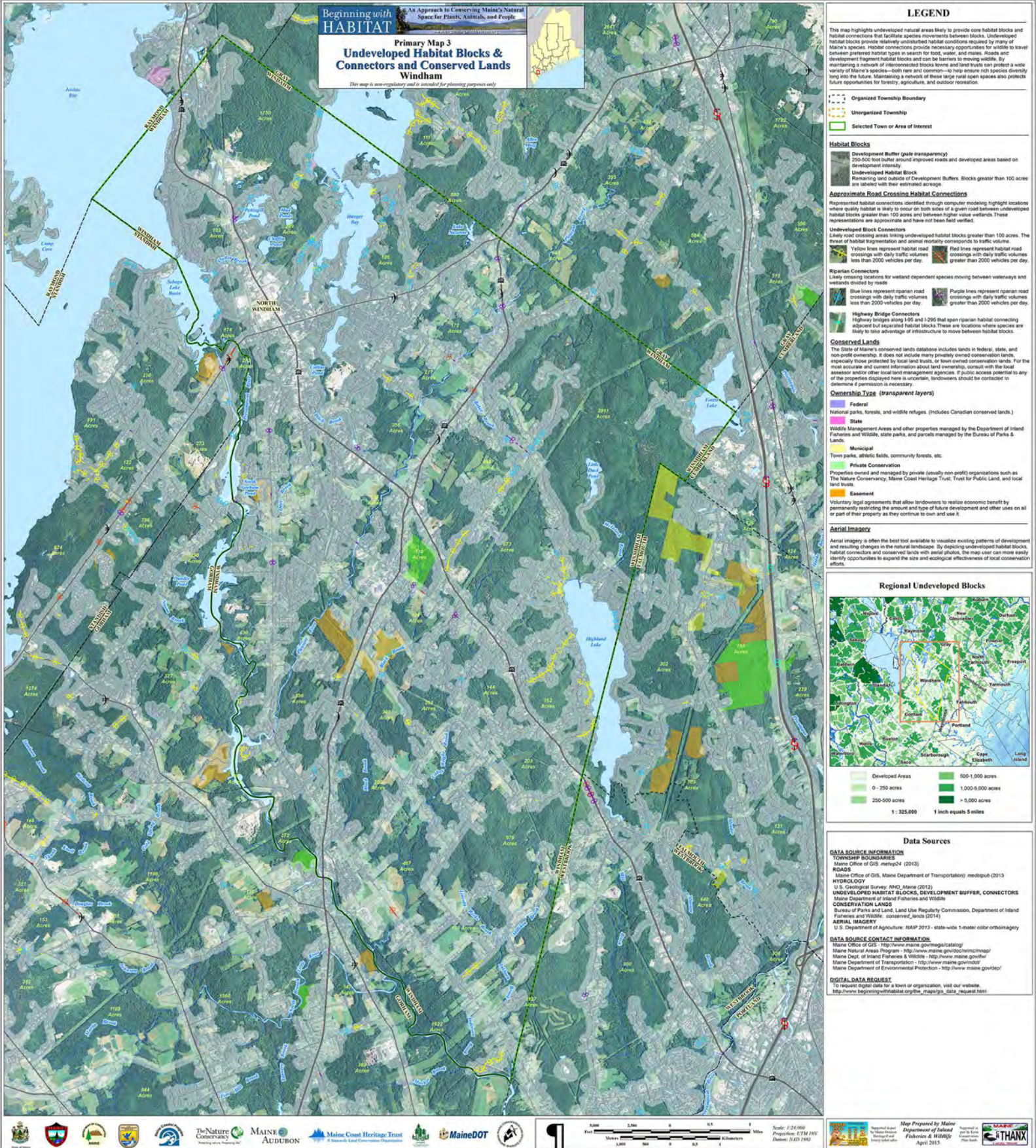
Atlantic Salmon Spawning Habitat

Atlantic Salmon Limited Spawning Habitat

Mapped by Atlantic Salmon Commission (ASC) and US Fish & Wildlife Service (USFWS) from field surveys on selected Penobscot and Kennebec River tributaries and the Kennebec, Ducking, East Machias, Machias, Pleasant, Narraguagus, and Thompson Rivers

Data Sources

- DATA SOURCE INFORMATION**
- Township Boundaries
- Maine Office of GIS, Maine Department of Transportation, Interchange (2013)
- ROADS
- Maine Office of GIS, Maine Department of Transportation, Interchange (2013)
- HYDROLOGY
- U.S. Geological Survey National Hydrography Dataset (NHD) (Maine) (2012)
- DEVELOPED
- Maine Office of GIS, Maine Department of Inland Fisheries and Wildlife, and multiple other agencies: Inset (2015)
- ESSENTIAL & SIGNIFICANT WILDLIFE HABITATS**
- Maine Office of GIS, Maine Department of Inland Fisheries & Wildlife, DOW, ETRC, Epsilon, Epsilon, JORDAN, Inc., Borealis, TERN (2013-2015)
- MAINE NATURAL COMMUNITIES & PLANTS**
- Maine Natural Areas Program (MNPAP) and (2015)
- ATLANTIC SALMON HABITAT**
- Maine Office of GIS, Maine Atlantic Salmon Commission, U.S. Fish & Wildlife Service, Auckland (2013)
- DATA SOURCE CONTACT INFORMATION**
- Maine Office of GIS: <http://www.maine.gov/gis/>
- Maine Natural Areas Program: <http://www.maine.gov/naturalareas/>
- U.S. Fish & Wildlife Service, Gulf of Maine Program: <http://gulfmaine.fws.gov/>
- Maine Department of Transportation: <http://www.maine.gov/dot/>
- DIGITAL DATA REQUEST**
- To request digital data for a town or organization, please visit our website: http://www.beginningwithhabitat.org/inquire_mapdata_data_request.html



Beginning with HABITAT
An Approach to Conserving Maine's Natural Space for Plants, Animals, and People
Primary Map 3
Undeveloped Habitat Blocks & Connectors and Conserved Lands Windham
This map is non-regulatory and is intended for planning purposes only.

LEGEND

This map highlights undeveloped natural areas likely to provide core habitat blocks and habitat connectors that facilitate species movements between blocks. Undeveloped habitat blocks provide relatively undisturbed habitat conditions required by many of Maine's species. Habitat connectors provide necessary opportunities for wildlife to travel between preferred habitat types and can be barriers to moving wildlife. By maintaining a network of interconnected blocks and land tracts, we can protect a wide variety of Maine's species—both rare and common—to help ensure rich species diversity into the future. Maintaining a network of these large natural open spaces also protects future opportunities for forestry, agriculture, and outdoor recreation.

- Organized Township Boundary
- Undeveloped Township
- Selected Town or Area of Interest

Habitat Blocks
Development Buffer (pale transparency)
250-foot buffer around improved roads and developed areas based on development intensity.
Undeveloped Habitat Block
Remaining land outside of Development Buffers. Blocks greater than 100 acres are labeled with their estimated acreage.

Approximate Road Crossing Habitat Connections
Represented habitat connections identified through computer modeling highlight locations where quality habitat is likely to occur on both sides of a given road between undeveloped habitat blocks greater than 100 acres and between higher value wetlands. These representations are approximate and have not been field-verified.

Undeveloped Block Connectors
Likely road crossing areas linking undeveloped habitat blocks greater than 100 acres. The level of habitat fragmentation and animal mortality corresponds to traffic volume.
Yellow lines represent habitat road crossings with daily traffic volumes less than 2000 vehicles per day. Red lines represent habitat road crossings with daily traffic volumes greater than 2000 vehicles per day.

Riparian Connectors
Likely crossing locations for wetland dependent species moving between waterways and wetlands divided by roads.
Blue lines represent riparian road crossings with daily traffic volumes less than 2000 vehicles per day. Purple lines represent riparian road crossings with daily traffic volumes greater than 2000 vehicles per day.

Highway Bridge Connectors
Highway bridges along I-95 and I-295 that span riparian habitat connecting adjacent but separated habitat blocks. These are locations where species are likely to take advantage of infrastructure to move between habitat blocks.

Conserved Lands
The State of Maine's conserved lands database includes lands in federal, state, and non-profit ownership. It does not include many privately owned conservation lands, especially those protected by local land trusts, or town owned conservation lands. For the most accurate and current information about land ownership, consult with the local assessor and/or other local land management agencies. If public access potential to any of the properties displayed is uncertain, landowners should be contacted to determine if permission is necessary.

- Ownership Type (transparent layers)**
- Federal
National parks, forests, and wildlife refuges (includes Canadian conserved lands)
 - State
Wildlife Management Areas and other properties managed by the Department of Inland Fisheries and Wildlife, state parks, and parcels managed by the Bureau of Parks & Lands
 - Municipal
Town parks, athletic fields, community forests, etc.
 - Private Conservation
Properties owned and managed by private (usually non-profit) organizations such as The Nature Conservancy, Maine Coast Heritage Trust, Trust for Public Land, and local land trusts
 - Easement
Voluntary legal agreements that allow landowners to realize economic benefit by permanently restricting the amount and type of future development and other uses on all or part of their property as they continue to own and use it.

Aerial Imagery
Aerial imagery is often the best tool available to visualize existing patterns of development and resulting changes to the natural landscape. By displaying undeveloped habitat blocks, habitat connectors and conserved lands with aerial photos, the map user can more easily identify opportunities to expand the size and ecological effectiveness of local conservation efforts.

Regional Undeveloped Blocks



Data Sources

- DATA SOURCE INFORMATION**
Maine Office of GIS, Maine Department of Transportation: medotg24 (2013)
ROADS
Maine Office of GIS, Maine Department of Transportation: medotg24 (2013)
WETLANDS
U.S. Geological Survey: NHD, Maine (2012)
UNDEVELOPED HABITAT BLOCKS, DEVELOPMENT BUFFER, CONNECTORS
Maine Department of Inland Fisheries and Wildlife
CONSERVED LANDS
Bureau of Parks and Land, Land Use Regulatory Commission, Department of Inland Fisheries and Wildlife: conserved_land (2014)
AERIAL IMAGERY
U.S. Department of Agriculture: NAIP 2013 - state-wide 1-meter color orthorectified
DATA SOURCE CONTACT INFORMATION
Maine Office of GIS: <http://www.maine.gov/ogis/contact/>
Maine Natural Areas Program: <http://www.maine.gov/ocinrc/nrcmap/>
Maine Dept. of Inland Fisheries & Wildlife: <http://www.maine.gov/difw/>
Maine Department of Transportation: <http://www.maine.gov/dot/>
Maine Department of Environmental Protection: <http://www.maine.gov/dep/>
DIGITAL DATA REQUEST
To request digital data for a town or organization, visit our website: http://www.beginswithhabitat.org/naipgis_data_request.html

Wetlands

Wetlands include swamps, marshes, bogs and other similar areas and support a variety of species such as frogs, salamanders, turtles, fish, insects, birds, deer and moose for food, shelter and/or breeding habitat. They are not only critical to supporting many species of plants, animals and insects but they also reduce the impacts or risk of flooding, slowing down and absorbing water heading inland to our communities.

The Maine Department of Environmental Protection, through its authority under the national Resources Protection Act (Title 38, Section 480-A), regulates activities in “wetlands of significance.” The rules govern activities in or adjacent to coastal wetlands, freshwater wetlands (including wetlands associated with great ponds or wetlands that are in the floodplain of any river, stream, or brook). Wetlands are located throughout Windham with the most concentration existing along the far northern area bordering Gray and Raymond, and on the southern tip of Highland lake. The map at the beginning of this section shows wetland mapped in the National Wetland Inventory.

Scenic Resources

As noted in the Values and Vision Statement in this Plan, Windham is a beautiful place. There are many special views from public roads and places that epitomize the rural character that long-time residents love and attract new residents, too. Specific examples, like the Covered Bridge, and more general areas like the open fields on Route 202 between the rotary and Gray have been called out in past comprehensive plans. No work has been done yet to identify or prioritize specific properties that have the most value and meaning to the public, though. Such a task would provide important guidance to the Windham Land Trust and the Town Council when setting conservation priorities in the future.

Regulatory Protection

Windham’s regularly framework is strong and supports its commitment to the protection of its natural and water resources. The Town of Windham had adopted Shoreland Zoning protection that has been deemed consistent with state’s mandatory shoreland requirements. The town also has adopted a Surface Water Protection Ordinance, Chapter 142 of its Land Use Ordinance. Originally adopted in 2002, this ordinance expands erosion and sedimentation control measures to encompass all of the Town’s watersheds. Additionally, both Windham’s subdivision and site plan review standards require an erosion control plan that adheres to the requirements outlines in these guideline.

The Town of Windham has adopted a floodplain ordinance consistent with the Federal Emergency Management Agency (FEMA) flood management codes used to assess and manage floodplains, and requires a permit for any development proposed in these areas. FEMA maintains detailed maps of all 100-year flood plains throughout the country (a 100-year floodplain is a designated area that has a one percent chance of being flooded in any given year). In 2004, FEMA began a project to update the floodplain maps for Cumberland County. To date, the final maps have not been introduced, though they are expected to be adopted in the coming year.

Much of the Town is within the urbanized area defined by the EPA for compliance with Municipal Storm Sewer System (MS4) regulations. This program makes certain that the Town’s operations meet federal

standards for the quality of the water that runs off Town property and requires new private development of over an acre in size to inspect and report on the maintenance status of all stormwater infrastructure on an annual basis. These reports must detail the condition of ditches, storm drains, detention ponds, stormwater filters and any other ways to handle water that runs off the site. These inspections are meant to ensure that projects in Windham are not just built properly, but function as they were designed over time. Compliance with stormwater requirements is being coordinated across many departments by a Stormwater Coordinator. This staff position was created in 2016 and is a shared resource with the Town of Gorham.

In addition to regulatory protections, the Public Works staff attends regular state trainings related to best practices in road construction and maintenance activities.

Voluntary & Non-Profit Partners

As noted, the CCSWD and the PRLT have conducted monitoring along the Presumpscot River and several tributaries since 1989. The CCSWD has worked on projects to reduce runoff and bank erosion issues on public and private properties for both the Presumpscot and Pleasant Rivers.

Lake associations have also been important partners in working to improve water quality and combat invasive aquatic plant infestations for years. The town has supported these efforts through water quality grants that are awarded annually by the Town Council. These associations include the Forest Lake Association, the Highland Lake Association, the Little Sebago Lake Association, and the Collings Pond Improvement Association.

Goals and Suggested Strategies to implement Goals

Goal 1: To protect current and potential drinking water sources

Goal 2: To protect significant surface water resources from pollution and improve water quality where needed.

Goal 3: To protect water resources in growth areas while promoting more intensive development in those areas.

Goal 4: To minimize pollution discharges through the upgrade of existing public sewer systems and wastewater treatment facilities.

Goal 5: To cooperate with neighboring communities and regional/local advocacy groups to protect water resources.

Goal 6: To conserve critical natural resources in the community.

Goal 7: To coordinate with neighboring communities and regional and state resource agencies to protect shared critical natural resources.

Strategy 7.a Adopt or amend local land use ordinances as applicable to incorporate stormwater runoff performance standards consistent with:

- i) Maine Stormwater Management Law and Maine Stormwater Regulations (Title 38 MSRA 420-D and 06-096 CMR 500 and 502).
- ii) Mainedep allocations for allowable levels of phosphorous in Lake/Pond watersheds.
- iii) Maine Pollution Discharge Elimination System Stormwater Program

Strategy 7.b Consider amending local land use ordinances, as applicable, to incorporate low impact development standards.

Strategy 7.c Where applicable, develop an urban impaired stream watershed management or mitigation plan that will promote continued development or redevelopment without further stream degradation.

Strategy 7.d Maintain, enact or amend public wellhead and aquifer recharge area protection mechanisms, as necessary.

Strategy 7.e Encourage landowners to protect water quality. Provide local contact information at the municipal office for water quality best management practices from resources such as the Natural Resource Conservation Service, University of Maine Cooperative Extension, Soil and Water Conservation District, Maine Forest Service, and/or Small Woodlot Association of Maine.

Strategy 7.f Adopt water quality protection practices and standards for construction and maintenance of public and private roads and public properties and require their implementation by contractors, owners, and community officials and employees.

Strategy 7.g Participate in local and regional efforts to monitor, protect and, where warranted, improve water quality.

Strategy 7.h Provide educational materials at appropriate locations regarding aquatic invasive species.

Strategy 7.i Ensure that land use ordinances are consistent with applicable state law regarding critical natural resources.

Strategy 7.j Designate critical natural resources as Critical Resource Areas in the Future Land Use Plan.

Strategy 7.k Through local land use ordinances, require subdivision or non-residential property developers to look for and identify critical natural resources that may be on site and to take appropriate measures to protect those resources, including but not limited to, modification of the proposed site design, construction timing, and/or extent of excavation.

Strategy 7.l Through local land use ordinances, require the planning board (or other designated review authority) to include as part of the review process, consideration of pertinent BWH maps and information regarding critical natural resources.

Strategy 7.m Initiate and/or participate in interlocal and/or regional planning, management, and/or regulatory efforts around shared critical and important natural resources.

Strategy 7.n Pursue public/private partnerships to protect critical and important natural resources such as through purchase of land or easements from willing sellers.

Strategy 7.o Distribute or make available information to those living in or near critical or important natural resources about current use tax programs and applicable local, state, or federal regulations.

Agriculture & Forest Resources

State Goal: To safeguard the State's agricultural and forest resources from development which threatens those resources.

Conditions & Trends

One of the most strongly held values held by Windham residents based on how often comments were made in the Community Survey and the Visioning Forums was that open fields, forested land and working farms are important to Windham residents. These places are important for their scenic, recreational and quality of life values, but also for the connections they provide to Windham's rural roots and heritage. Protecting the most important of these places should be high on the list of priorities that come out of this planning effort.

Employment in Agriculture and Forestry Sectors

It is difficult to get an exact number of people employed in the Agriculture and Forestry sectors for several reasons, including the fact that there are many different scales of agricultural or forestry operations. According to the 2011 numbers from the Maine Labor Statistics there are 14 residents employed in the agricultural and forestry sector.

Timber Harvest Information

Though this sector directly employs only a handful of Windham residents as noted above, there is a lot of wooded land that is cut every year in Windham. The table below was supplied by the Maine Forest Service and shows that between the years 1991-2015, over 9,000 acres of timberlands were harvested, which averages out to about 363 acres annually.

Figure 3 - Summary of Timber Harvest Information for Windham

YEAR	Selection harvest, acres	Shelterwood harvest, acres	Clearcut harvest, acres	Total Harvest, acres	Change of land use, acres	Number of active Notifications
1991	243	1	24	268	4	5
1992	148	0	74	222	14	6
1993	206	0	31	237	0	8
1994	602	57	28	687	31	16
1995	196	0	9	205	6	5
1996	394	0	6	400	0	11
1997	303	20	1	324	1	12
1998	396	0	8	404	14	17
1999	219	0	0	219	0	19
2000	317	100	20	437	5	26
2001	347	0	0	347	17	24
2002	384	11	0	395	4	19
2003	144	3	0	147	3	18
2004	366	0	0	366	94	21
2005	351	2	20	373	6	18
2006	392	20	20	432	195	21
2007	294	4	0	298	27	19
2008	107	0	0	107	30	16
2009	337	3	0	340	0	16
2010	646	26	0	672	22	26
2011	299.5	20	0	319.5	7	27
2012	508.88	100	0	608.88	0	30
2013	397	30	0	427	6	16
2014	407	55	0	462	22.25	23
2015	318	60	0	378	2	19
Total	8322.38	512	241	9075.38	510.25	438
Average	333	20	10	363	20	18

Data compiled from Confidential Year End Landowner Reports to Maine Forest Service.

Department of Agriculture, Conservation and Forestry - Maine Forest Service
We help you make informed decisions about Maine's forests

*** To protect confidential landowner information, data is reported only where three or more landowner reports reported harvesting in the town.**

State of Maine “Current Use” Property Tax Laws

State law allows for property tax breaks based on the current use of a property rather than looking at the potential fully maximized valuation of a property based on its potential for development. These programs exist to assist and incentivize property owners to keep their land open and productive.

Farms & Farmland

There are 2,100 acres enrolled in the Farmland Tax program as of the 2014 tax report for Windham. Of this number, there are 811 acres of pasture and 241 acres of cropland. The remaining 1,014 acres are farm Woodland.

Tree Growth

The Tree Growth Tax program provides tax breaks for working woodlots. These properties are managed for timber production and as such are required to have a forestry management plan. As of 2014, there were a total of 2,940 acres enrolled in this program.

Open Space

Open Space tax programs are available for anyone who is not involved in farming or interested in managing an active woodlot. Property tax breaks could be reduced as much as 95% of the standard tax rate, depending on the level of protection and the amount of development on the property. There are 402 acres of land enrolled in the open space tax program in Windham.

Community Activities

Farm Stands

There are two well-known farm stands in the community. The first is the Hawkes Farm Stand on Route 302 near Nash Road and the second is Windy Hill Farm Stand on River Road.

The Hawkes Farm Stand has been in operation since 1932 and has provided a location for residents and visitors to purchase fresh local produce, especially sweet corn, since then.

Windy Hill Farm Stand is owned and operated by the Winships, a family of farmers on the River Road going back generations. This farm stand sells a variety of produce in season, but also features beef right from the farm.

Farmers Market

The Town of Windham hosted the Lakes Region Farmers Market until about 2012. There has been no farmers market in Town since that time. Staff at Saint Joseph’s College in Standish began looking at what it would take to reestablish a market in Windham that would not only provide access to local, fresh and healthy foods, but would serve as another venue for building a stronger sense of community.

Community Garden

The Windham Community Garden is located on Gray Road, on the Town owned property that is also host to the Public Safety Building and the Skate Park. The garden was established in 2010. A small greenhouse was built in 2014, and a second garden shed was added when the garden expanded in 2015. For a small annual fee, members of the garden rent 10-foot by 20-foot plots for their own gardens, but

also participate in growing food in the community plots. Food from the community plots and extra food from individual plots are donated to the Windham Food Pantry.

Community Supported Agriculture

There are thirty (30) Community Supported Agriculture (CSA) operations in Cumberland County, but none of these are located in the Town of Windham. CSAs are operations where members buy a share of the farm's production over the course of a year. This model for small local agriculture works because shares are purchased in the winter and early spring when the farmers need funding for the upcoming growing season and shareholders are pre-paying for an assortment of produce that is received as it is ready throughout the summer and fall. CSAs may include "pick your own" fruit or vegetable options. In addition to having a guaranteed source of income on the front end of each growing season, the farmer benefits from sharing the risks of farming with the shareholders. Shareholders understand that there will be good years when they receive a lot of many types of vegetables, along with years where some of the crops don't do as well.

The Maine Association of Organic Farmers (MOFGA) maintains a website listing CSAs by county. To view this website, [click here](#). In addition to the farms on that list, St. Joseph's College runs a CSA out of the College farm on Whites Bridge Road in Standish.

Community Forestry – Lowell Preserve

The Town of Windham has been working with a local forester on forestry operations for the Lowell Preserve property on the Falmouth Road in East Windham. This 308-acre property is almost completely forested, and a forestry plan dated July 1, 2011, was adopted by the Town Council that year. The Plan suggested cutting annually for 4-5 years, in order to meet several goals, including:

-) Maintaining the land as a recreational trail property
 - o preservation of aesthetics and natural qualities of the property
-) Maintaining deer habitat including
 - o patches of deer forage and fruit and nut trees
 - o dense softwood cover for winter habitat
-) Grow and harvest high quality large diameter trees

Cutting operations were carried out in accordance with that plan in the winter of 2013. It should be noted that this is the first known commercial-scale cut of a municipal property. As such it was somewhat controversial with neighbors and users of the Preserve property. A follow-up cutting operation in a second part of the Preserve was not carried out in the winter of 2014 as recommended by the Plan.

Analysis

Though small in number, the impact of Windham's farms on the quality of life in Windham is large. Working farms are not only a connection to Windham's rural past, but are high on the list of what makes Windham an attractive place to live. Residents identified "rural character and open space" among the top advantages to living in Windham, as part of the community survey conducted in October and November 2014. This advantage was just behind "favorable quality of life." There is no doubt that

working farms and the associated open farmland contribute significantly to Windham's rural character and quality of life, which are valuable to current and future residents and visitors.

As part of the visioning and public input process for this comprehensive plan update, the Review Team reached out to members of the agricultural community. This group of community members identified several areas where the Town could assist farmers in their efforts to earn a living and keep farmland productive. See the Policies and Strategies section below.

Current Steps to protect Farming and Forestry in Windham

Regulatory

Through the Town's Subdivision Review ordinance, landowners may opt to develop a cluster subdivision in any area in Town zoned for residential use. In exchange for lower infrastructure costs and potential density bonuses, developers agree to set aside 50% of the developable land on the property as common open space. In higher density zoning districts, this may provide space for smaller open spaces that might provide for local playgrounds, open spaces, or community gardening. In the more rural parts of Town, land set aside as part of cluster developments can serve as a recreational asset for the community, preserve wildlife habitat, and preserve rural characteristics of that portion of town.

Note that the provision of open space through the cluster subdivision standards is predicated on development that goes through the subdivision process, and it is up to the discretion of the property owner or developer to follow the regular subdivision standards or the cluster subdivision standards. Additionally, there is no guarantee as to the size or suitability of the land for agricultural or forestry purposes.

Windham has repealed timber harvesting regulations at the local level and follows statewide standards for timber harvesting in the shoreland zone. The Maine Forest Service administers and enforces these standards. In general, timber harvesting activities in shoreland areas must protect shoreline integrity and not expose mineral soil that can be washed into water bodies, including non-forested freshwater and coastal wetland and tidal waters. Timber harvesting and related activities in shoreland areas below the 300 acre drainage point must leave wind-firm stands of trees that provide adequate shade. If located in shoreland areas, roads used primarily for timber harvesting and related activities must be constructed and maintained to standards designed to minimize the chance of exposed soil washing into water bodies, including wetlands. Stream crossings must not disrupt the natural flow of water and must not allow sediment into the water bodies.

Non-regulatory

There are no non-regulatory approaches to protecting productive agricultural or forestry lands. This is similar to the issue identified with the lack of proactive identification and protection of lands that are suitable for future parks, recreation areas, or playing field facilities.

Community Support for Local Agriculture and Forestry

As noted above in this chapter and in several other places in this Plan, working farms and forested lands, as well as open spaces, are one of the hallmarks of how Windham residents see their Town, and are highly valued throughout all sectors of the community. These components of the landscape have been identified as deserving of protection since Windham's 1985 Comprehensive Plan thirty years ago. The 1985 plan did also recognize the counterpoint that these farms and forests and open spaces are almost entirely private properties, and owned by people who have their own needs, ideas and visions for the future of their lands. The need for balancing private ownership rights with public values is as relevant now as it was then. What has changed, perhaps, is the increasing public value on these lands that have remained undeveloped over the years.

As development pressure continues to build on the owners of large undeveloped tracts of land in the community and it becomes more difficult to pass farms down from generation to generation, Windham will continue to see housing appear where there were once open pasture lands or working forest lands. As noted in the Recreation, Parks & Open Space Chapter, the Town should take a more proactive approach to identifying and permanently protecting the most important farms and woodlands. The Town has long relied on market forces or generous gifts on the behalf of landowners to preserve scenic vistas and open space for the community. The reality is that unless measures are put in place for the permanent protection of individual properties, that land is just waiting to be developed.

The Clark Farm Story

The Clark Farm, located on Swett Road, is a prime example of an iconic property that continues to face development pressures. Larry and Ann Clark owned over 550 acres of land that had been in the family for generations. Over the course of several years starting in the late 1990s and early 2000s, the Clarks began selling house lots around the edges of their properties with frontage on existing roads. In 2008, a framework for a deal that would conserve the entire property as open space and working farmland was assembled in partnership with Maine Farmland Trust, the Trust for Public Land, the Land for Maine's Future program and the Windham Land Trust. This coalition of groups, along with the Clarks approached the Town with a request for \$1 million dollars in matching funds that went to referendum. The request was narrowly defeated by the voters that November. A conservation project went forward for a large portion of the property, but the Clark home and about 250 acres on Swett Road were not part of that deal. The Clark home and 10 acres are under contract as of the drafting of this chapter, with an additional 170 acres going on the market soon. Residential development of this property is likely to result in the loss of a scenic farmstead in the heart of rural Windham that would have ranked high on almost any measure of prioritization of farm and forest land.

Goals and Suggested Strategies to Implement Goals

Goal 1: To safeguard lands identified as prime farmland or capable of supporting commercial forestry.

Strategy 1.a Consult with the Maine Forest Service district forester when developing any land use regulations pertaining to forest management practices as required by 12 M.R.S.A. §8869.

Strategy 1.b Consult with Soil and Water Conservation District staff when developing any land use regulations pertaining to agricultural management practices.

Strategy 1.c Amend land use ordinances to require commercial or subdivision developments in critical rural areas, if applicable, maintain areas with prime farmland soils as open space to the greatest extent practicable.

Strategy 1.d Limit non-residential development in critical rural areas (if the town designates critical rural areas) to natural resource-based businesses and services, nature tourism/outdoor recreation businesses, farmers' markets, and home occupations.

Strategy 1.e Create an Open Space Plan for the Town that identifies the most important working farms forest lands in Windham. Properties identified should be targeted for preservation of productive capacity.

Goal 2: To support farming and forestry and encourage their economic viability.

Strategy 2.a Permit land use activities that support productive agriculture and forestry operations, such as roadside stands, greenhouses, firewood operations, sawmills, log buying yards, and pick-your-own operations.

Strategy 2.b Include agriculture, commercial forestry operations, and land conservation that supports them in local or regional economic development plans.

Goal 3: To establish programs that incentivize keeping farms and forest lands in production.

Strategy 3.a. Create a program that is funded annually to create and build-up a source of funding for the purchase of development rights or of land as opportunities present themselves to the community. This fund could be used as matching funds when working grant money or funding sources from other organizations.

Strategy 3.b Encourage owners of productive farm and forest land to enroll in the current us taxation program.

Population & Demographics

Conditions and Trends

When looking at trends in the total number of people living in Windham (population) and at the characteristics of the people who live here by factors such as age, income and education levels (demographics), it is useful to compare both how Windham has changed over time as well as to compare Windham to a group of similar or neighboring communities.

This chapter relies heavily on state and federal numbers provided by the state to communities as they start the comprehensive planning process. The state has provided data for Windham, but in many categories, the data also includes numbers for the neighboring communities of Gorham, Falmouth, Cumberland, Gray, Raymond, and Standish, and Cumberland County overall for comparison purposes.

Population & Rate of Growth

At the 2010 census, Windham's total population was 17,001 people. The 2010 numbers place Windham as the 13th largest municipality in Maine, between the neighboring communities of Westbrook (17,494) and Gorham (16,381). See Table 1, below, for a population comparison for Windham and neighboring communities.

Rate of growth can be measured several ways. Based on both the total increase in population between 2000 and 2010 and the rate of growth that increase represents, Windham is the second fastest growing large municipality in Maine. Windham's population grew from 14,904 to 17,001, an increase of 2,097 residents. This was the second highest total increase of any municipality in Maine, behind only Gorham, which increased by 2,240 residents. Based on the percentage change this growth represents, Windham's growth rate during this period was 14.1%, and Gorham's was 15.8%. These growth rates are the two highest rates in the state for communities over 10,000 residents. Table 1 shows a comparison of growth rates for Windham and neighboring communities. For reference, the growth rates for Cumberland County and the State were 6% and 4% respectively for the same time period.

Table 1 - Population & Growth Rates, Windham & Neighboring Communities

Town	2014 population (estimate)	2010 population	Change from 2000	Growth Rate	2000 population
Westbrook	17,886	17,494	1,352	8.4%	16,142
Windham	17,589	17,001	2,097	14.1%	14,904
Gorham	17,024	16,381	2,240	15.8%	14,141
Standish	10,020	9,874	589	6.3%	9,285
Gray	7,962	7,761	941	13.8%	6,820
Cumberland	7,550	7,211	52	0.7%	7,159
Raymond	4,501	4,436	137	3.2%	4,299

Age Distribution

Median age can add more detail to a population description. The median age is the age where half of residents and half of residents are older. According the US Census, the median age of Windham residents in 2010 was 39.9 years old, compared to the State's median age of 43.0, indicating that Windham residents are on the younger side of the population profile for the state. However, over time, just as Windham's population has steadily grown over the last several decades, Windham residents have steadily grown older during that time.

Table 2 - Median Age of Windham Residents (US Census)

2010	2000	1990	1980
39.9	36.5	32.8	28.2

Examining the age distribution changes of Windham's population between the census years of 2000 and 2010 provides an additional level of information regarding the story of Windham's growth. Figure 1, below, graphs the population groupings for the years 2000 and 2010. Trend lines have been added for clarity. The peaks of the trend lines show that the age groups with the most numbers has moved to the right, indicating an aging population, and supporting the median age calculations presented above. A closer examination of the graph indicates two key findings; there is a population shift among older residents and the growth in Windham's population is being driven by younger residents.

Population Shift – Ages 40 and up

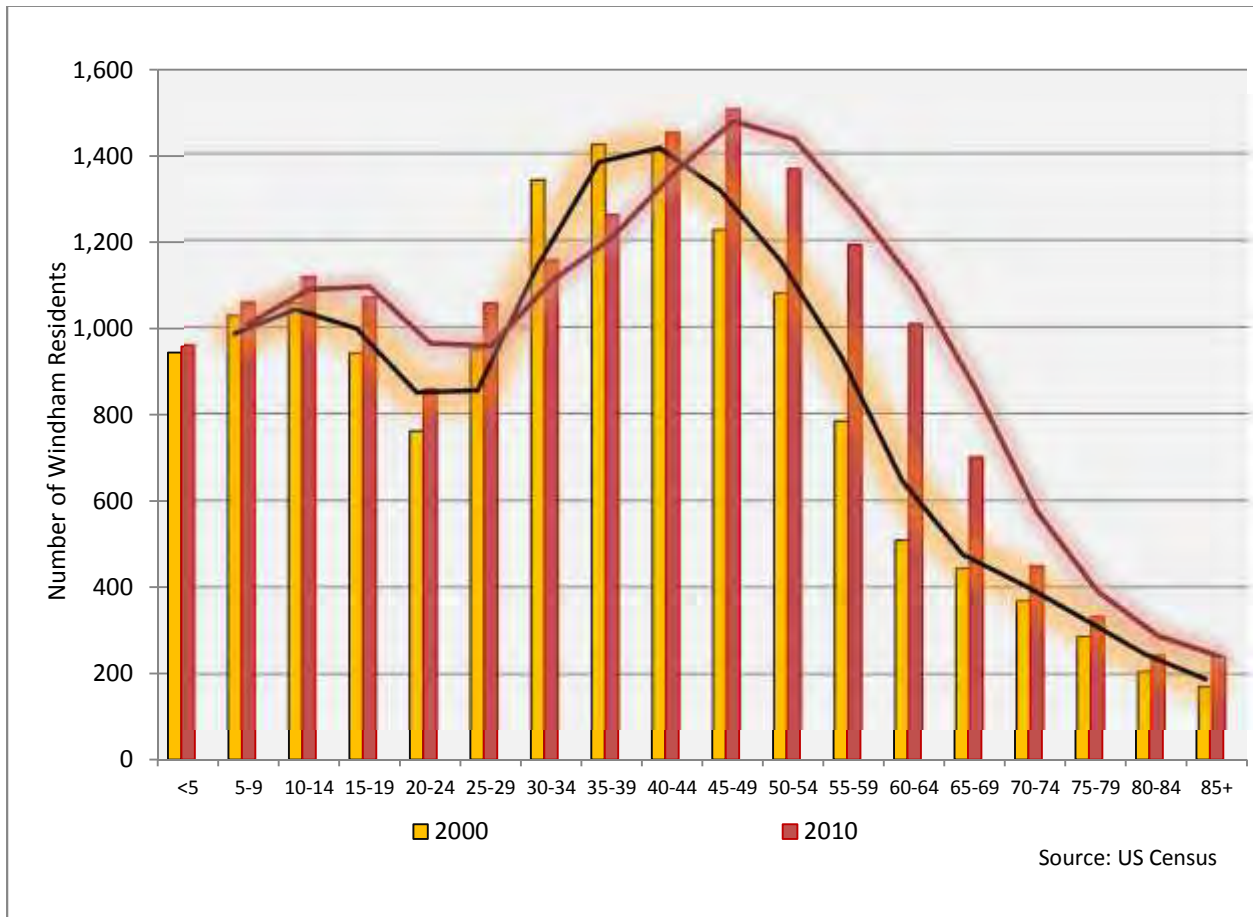
Look at the population for the age 40-44 group for the year 2000. Ten years later the people in this group are ten years older, and represented in the age 50-55 group. Note that the numbers in both of these groups is nearly the same, and that this pattern carries for all the age groups after. This is represented by parallel trend lines for these age groups from 2000 to 2010. One can infer that there has been little growth or decline for these age groups over the ten year period. In other words, for the most part it seems that the people who were age 40 or over in 2000 were still here in 2010, just 10 years older.

Population Growth – Ages 20-39

Remember that the total population of Windham grew by 2,097 people between 2000 and 2010. Looking again at Figure 1, one can see that a majority of the growth can be explained by growth in the age groups for 20 to 39 year olds. Using the same 10 year comparisons for the 20-24, 25-29, 30-34, 35-39 age groups it is apparent that there is a net "in-migration" into Windham for people of these ages. This is indicated by trend lines that cross, meaning the age groups in 2010 are changing at a different rate than would be expected if there had been a pure population shift as noted above for the Age 40-plus population.

Also note that there was relatively strong growth in school age children. In particular, there are many more children in the age 10-14 age group for 2010 than would be expected without this growth based on the number of children under age 5 in 2000. This is likely a secondary effect of the increase in 20-39 year olds. They are moving to Windham with young families or starting families once in town.

Figure 4 - Windham Population Distribution, 2000 & 2010



Household Size and Type

A household is defined by the Census Bureau as all the people who occupy a housing unit. The average household size is a measure of the number of people per housing unit in a community. The average household size in Windham has held steady between the years 2000 and 2010 after dropping for decades. This is likely the results of a relative balance between an increase in families with school age children with an increase in “empty nester” households (children who used to live in the house have grown up and moved) and older people living alone.

Table 3 - Population and Household Size

	2010	2000	1990	1980
Total Population	17,001	14,904	13,020	11,282
Total Households	6,383	5,522	4,521	3,578
Household Size	2.54	2.58	2.73	2.97

There are two main categories of households. Family households are defined as groups of two or more people living together related by marriage, birth, or adoption, as well as any non-related people living in

the dwelling. Non-family households are defined as people living alone, or one or more people living together who are unrelated.

Income & Education

Median household income level is a rough measure of what a “normal” household’s income is, as half the households will have an income below that number and half will have an income above that number. Median household incomes are used for these comparisons since they are not subject to being skewed by a number of very low or very high household incomes as is the case when using averages.

Table 4 - Median Household Income, Windham & Neighboring Communities

	2014 (estimate)	+/-	2010	2000
Maine	\$48,804	\$481	\$46,541	\$37,240
Cumberland County	\$59,560	\$1,367	\$55,658	\$44,048
Windham	\$66,307	\$3,029	\$57,302	\$46,526
Gray	\$65,784	\$9,652	\$62,664	\$50,107
Raymond	\$67,224	\$12,309	\$64,444	\$52,224
Standish	\$62,018	\$7,767	\$64,797	\$50,278
Gorham	\$74,563	\$6,556	\$70,786	\$50,316
Falmouth	\$99,324	\$6,718	\$87,455	\$66,855
Westbrook	\$45,041	\$3,932	\$43,588	\$37,837
Cumberland	\$102,300	\$13,957	\$85,838	\$67,556

Going back to 1980, Windham’s household median income has consistently been higher than Cumberland County’s household median income. The difference has ranged from a high of \$5,064 in 1990 to a low of \$1,644, which is the narrowest gap in that timeframe. Windham’s median household income is the lower than any of its neighboring communities, and is not rising as quickly as the County’s or those of its neighboring communities.

The number of Windham residents with high school degrees or higher and Bachelor’s degrees or higher are on par with Cumberland County rates for degree attainment. The range of neighboring communities’ rates of attainment for Bachelor’s degrees or higher is quite large, from a low of 24% in Standish to a high of 62% in Falmouth. See Table 5, below.

Table 5 - Rates of Degree Attainment for Windham & Neighboring Communities

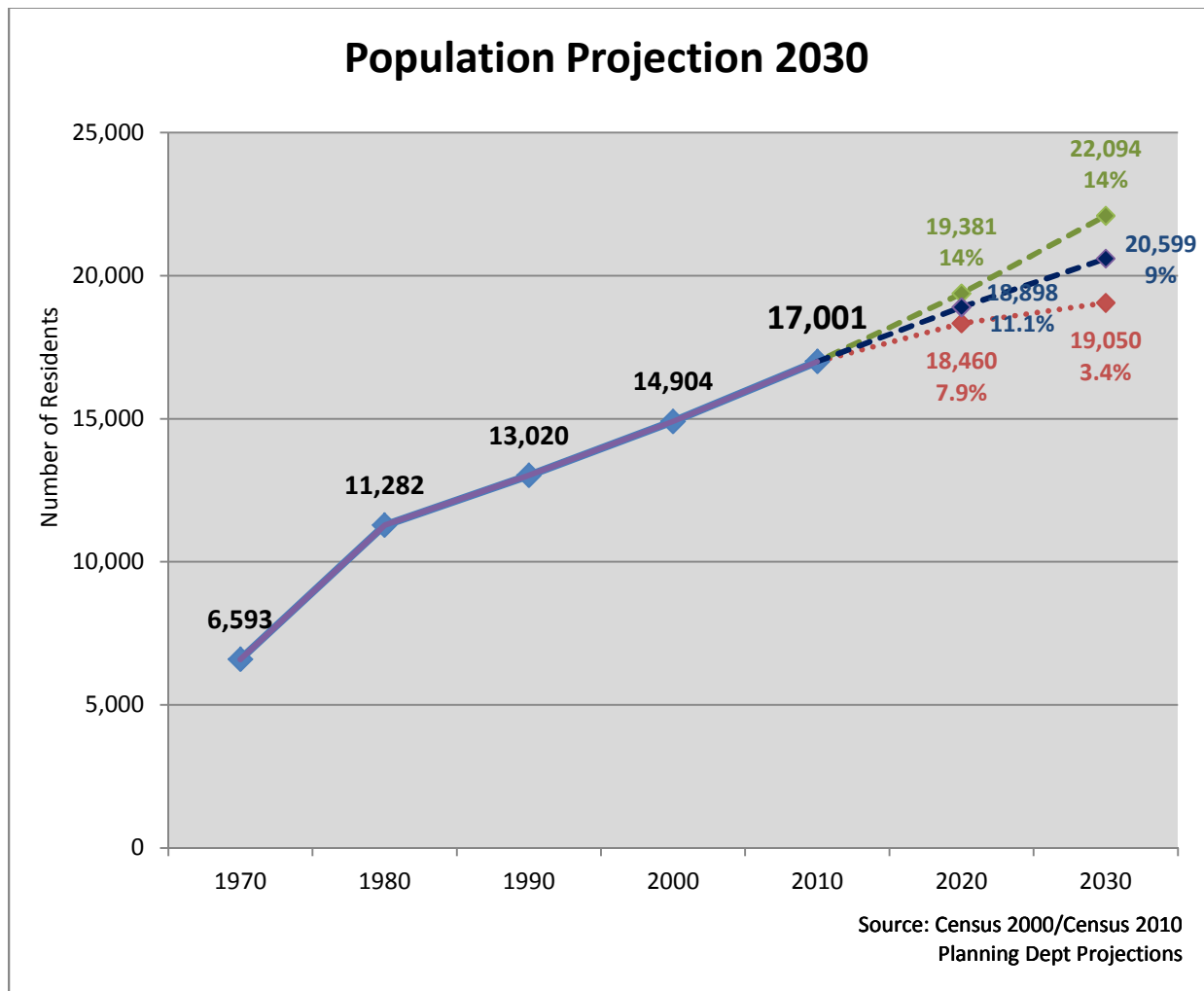
	High School Graduate or higher	Bachelor's Degree or higher
Standish	94%	24%
Windham	92%	26%
Gray	96%	26%
Raymond	94%	30%
Gorham	95%	37%
Falmouth	98%	62%
Cumberland County	90%	27%
Maine	93%	39%

Analysis

Rate of Growth – Projections & Implications

As noted above, Windham is a very fast growing Maine community. Making a projection on how much Windham may continue to grow in the future is a challenge, as there are many factors that could be considered, and making a guess on how variables that will impact growth in the future might change becomes more difficult to predict the farther out the time horizon is. Variables such as gasoline prices, the strength of the Portland-area housing market, future local and regional infrastructure investments, national housing and transportation policies, how much telecommuting continues to be embraced, and housing and lifestyle preferences for today's youngest consumers and those yet to come are just some of the factors that could impact Windham's actual population numbers 15-20 years in the future.

Figure 5 - Windham Population Projection 2020-2030



The green line projection is based on the straight line growth rate from decade to decade since the year 1980. Growth rates have been in the 14-15% range for each decade since then. This estimate likely overestimates the Town's population in 2030.

The red line projection labeled is from the state Office of Policy and Management's estimate. This estimate is based on the estimated County growth rate and Windham's share of the County population, and shows numbers for 2022 and 2032. They are shown on this chart as 2020 and 2030 numbers for clarity. The state projects Cumberland County to grow slowly until 2022 and lose population between 2022 and 2032. However, Windham's share of the overall County population is projected to grow, so the line shows continued growth, but growth at a decreasing rate. This scenario likely underestimates the Town's population in 2030.

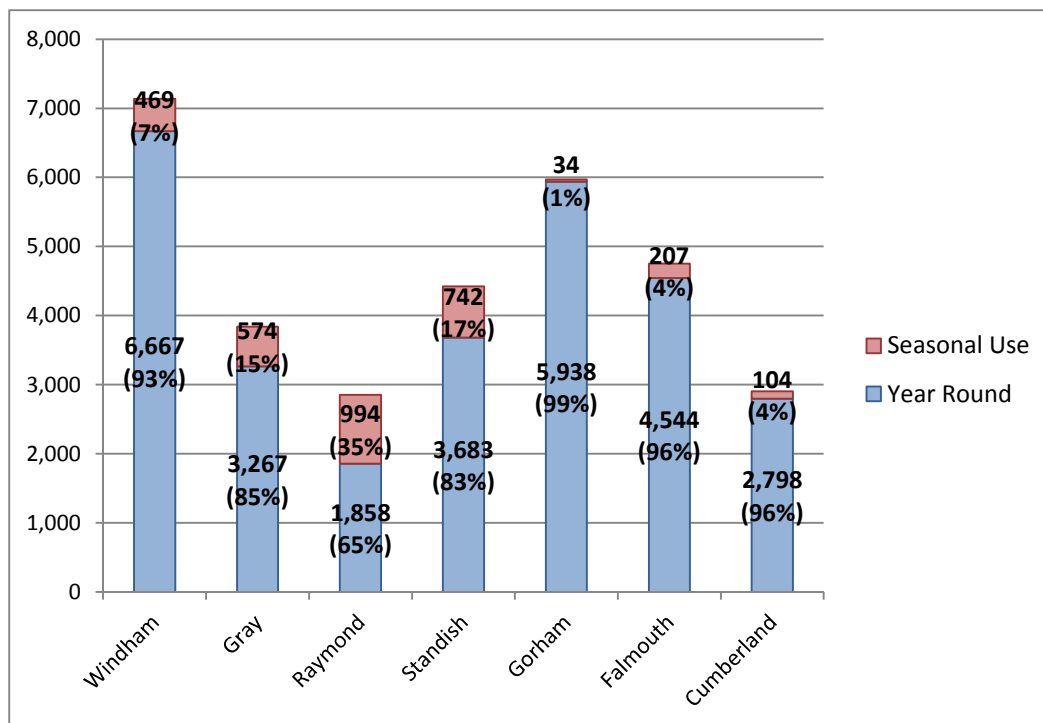
Town staff has provided a third projection of future population based on building permits issued for new dwelling units since 2010 and holding the average household size constant. These numbers are shown as the dark blue line, and is in between the previous two projections.

Seasonal Population and Seasonal Visitors

The seasonal population Windham increases in the summer based on the number of seasonal homes in the community. This is evidenced by the number of people enjoying the lakes, ponds, and Presumpscot River, the number of people shopping and dining in North Windham, and the increased traffic on Route 302 on summer weekends. This seasonal population impact is amplified by the fact that that summer residents and vacationers from other communities around the region travel through Windham and shop in Windham.

The Windham's summer population likely varies week to week through the summer season based on many individual decisions about where and how long to stay. It can be estimated based on the number of seasonal housing units in the community. Of Windham's 7,136 housing units, 469 are classified as seasonal units by the Census Bureau. See Figure 4, below, for a comparison of Windham's seasonal numbers with neighboring communities. For reference, seasonal housing units across Cumberland County represent 11% of the total housing units.

Figure 6 - Year Round & Seasonal Housing Units, Windham and Neighboring Communities



Note that the communities with the highest seasonal unit numbers and percentages are those with significant freshwater lake access.

If the occupancy of these units were assumed to be 100%, and the average number of people per unit was in the two to four range, the summertime population would be boosted by 939 to 1,876 people. As noted above, this is not the full story for summertime impact on Windham's water resources, economic and traffic.

The summer population in many area communities swells more noticeably than Windham's. Visitors and summer residents in Standish and Raymond, as well as Casco, Naples, and Bridgton and others all travel through Windham and rely on Windham for shopping, dining, and other services. The cumulative effect of summer residents and visitors to other communities in the region likely has a much larger impact on Windham than Windham's own summer population by itself. See the Transportation Chapter for more information on seasonal traffic fluctuations.

Resident Population v. Daytime Population

The distinction between resident population and daytime population is primarily based on how many jobs are available in Windham versus how many Windham residents work in a different community. Please note that even though the numbers below will look very precise, they are only ball park estimates of where workers are employed at a given time. They are based on high level and multiyear estimates as opposed to a snapshot in time like Census data.

According to the American Community Survey data from the US Census bureau, Windham had an estimated workforce of 9,255 in 2014. At the same time, Windham had an estimated 5,338 jobs in town. Of those jobs, about 2,226 were filled by Windham residents. This has two implications. First, there are about 7,029 workers from Windham leaving town each day for work. Secondly, there are about 3,112 workers coming into Windham each day for work.

The net result is a daytime population that is about 3,917 less than the resident population on a normal work day.

Demand for Housing, Municipal & School Services

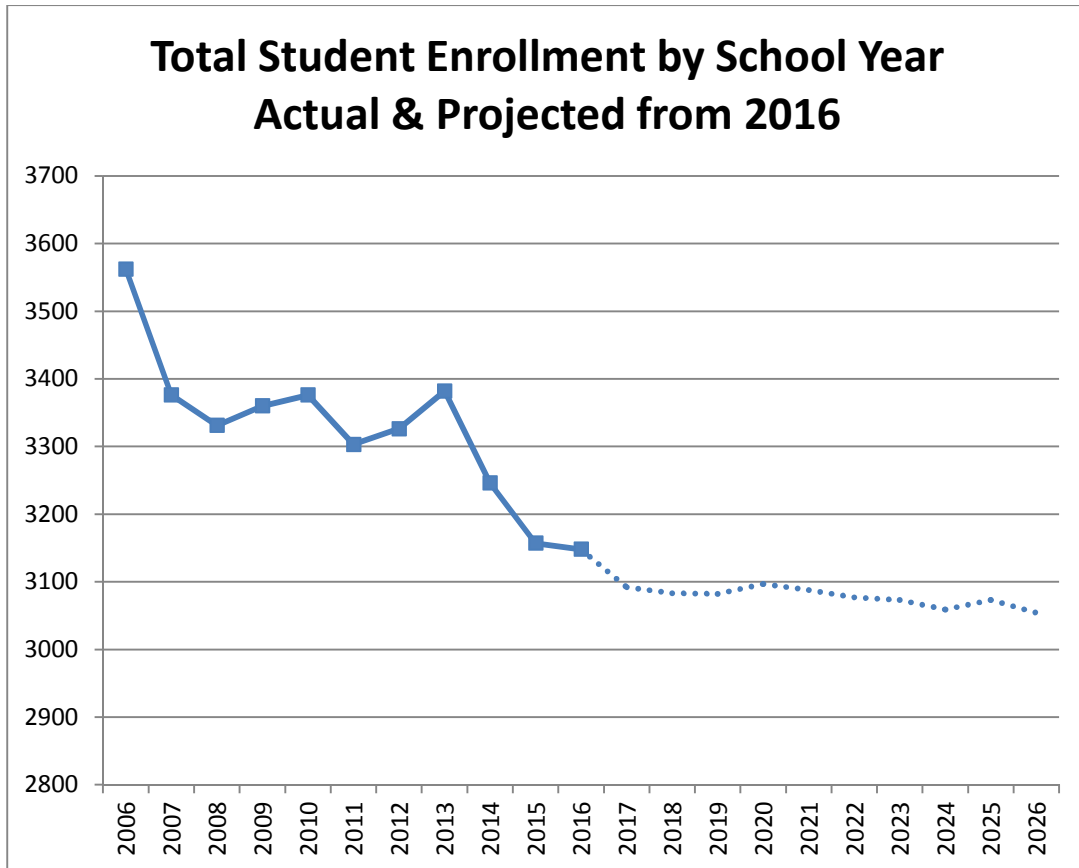
Based on the population projections for 2030, the Town will be facing growth related issues in the future. Assuming the average household size holds steady over the next 15 years, the Town could be looking at anywhere from 807 new dwelling units based on the state projection up to 2005 dwelling units based on a constant growth rate of 14% which has held since the 1980s. Picking the projection in the middle based on building permits from 2010-2015, the number of new dwelling units would total 1,416. This would be an average of 94 dwelling units per year until 2030, which is certainly within the realm of possibility. In the 1990s there were on average 119 new dwelling units per year, and in the 2000s the average was 102 new dwellings annually.

Over this time period there will likely be an increased demand for elderly housing and services. As the median age continues to climb in spite of a growing number of young families and school age children, demand for elderly housing in the form of smaller homes in age restricted "retirement communities" or as part of multi-dwelling unit buildings close to services and shopping needs, will grow in proportion to the traditionally strong single family detached home on 1.5- or 2-acre lots.

Regarding the provision of municipal services, two interesting phenomena are noted. First, the locations of the "resident population" and "daytime population" are likely not the same. Most of the daytime population is likely concentrated in the North Windham job center, while the resident population is more evenly dispersed across Windham's geography. This will likely have an impact on Fire/Rescue and

Police services in regard to considerations for siting of future facilities, or at the least staffing levels at existing facilities. It could also have an impact related to the provision of parks and recreation areas.

Figure 7 – RSU 14 Enrollment, actual and projected from 2016



Second, because Windham is in a Regional School Unit with Raymond, the Windham population projection which anticipates a growing school age population does not tell the whole story for the RSU. RSU #14 is making decisions based on a relatively flat overall enrollment projection, because even as Windham’s school age population is growing, Raymond’s is not. See the chart above. This will have implications on facilities needs and staffing levels.

Economy

State Goal – Promote an economic climate that increases job opportunities and overall economic well-being.

Conditions & Trends

Windham's Economy – A Brief History

The economy of early Windham was focused around the Presumpscot River. The River was a means of transporting goods, including floating King's Pines down to Falmouth (today's Portland), and a source of power for the first saw mills and woolen mills in the settlement of New Marblehead, which later became the Town of Windham. The first settlement in what is now Windham was located along River Road near Anderson Road at the southern end of Town.

The Presumpscot remained the single biggest driver of the local economy through the 1800s. South Windham Village in Windham and Little Falls village in Gorham grew up around the mills located there. Further up the River, the [Oriental Powder Mill](#) located at Gambo Falls in the Newhall area was a major employer in the community for most of that century. Popeville grew up around the mills on the Pleasant River, in the vicinity of Gray Road (Route 202) and Pope Road.

The first half of the 1900s saw both the decline of Windham's large industrial employers along with the rise of the roads as the predominant transportation mode for shipping goods over long distances. Trucks began to replace rail, just as rail had replaced reliance on the [Cumberland & Oxford Canal](#) as a means of transporting goods to markets in Portland and beyond.

By the end of the 1900s, Windham's economic center had moved from South Windham Village to the crossroads of US Route 302 and State Routes 115/35 in North Windham. This new economic center was built around the mobility provided by the automobile.

Windham's Economy Today

Windham's Role in the Regional Economy

North Windham plays a significant role in the Greater Portland area's economy as a regional retail center. It is the largest retail center between Portland and Conway, New Hampshire and draws customers from a wide geographic area. North Windham offers convenience shopping, but also the kind of comparison shopping that few communities in our region provide, such as automobile/recreational vehicle sales and home building supplies. The Windham Economic Development Corporation (WEDC) commissioned a retail study in 2012. Figure 1 below is the "Primary Retail Trade Area Map" from that study.

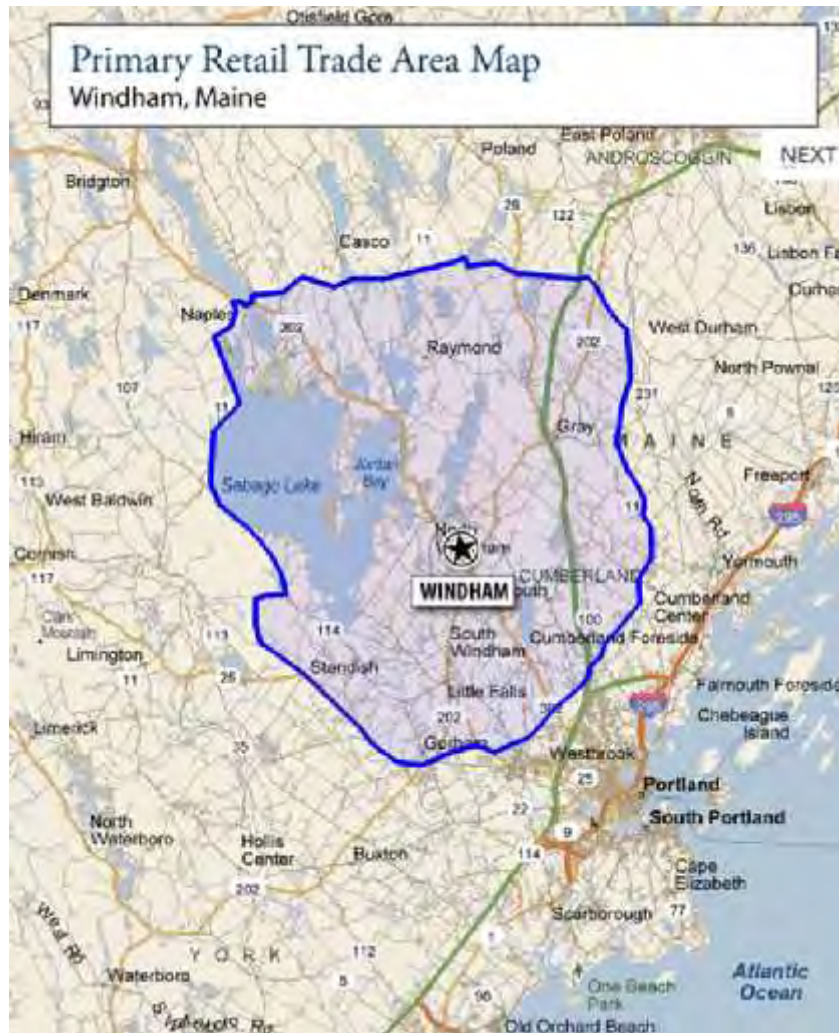


Figure 8 - Retail Trade Area Map from Retail Study, 2012

The Greater Portland Council of Governments (GPCOG) coordinated a multi-year regional planning project called Sustain Southern Maine (SSM). One of the first tasks of the SSM project was to identify “Centers of Opportunity,” which are existing commercial or mixed used activity centers that were classified by the types of businesses they contain and the areas that these centers serve. Though no centers in Windham were among the subset of those identified for further study and technical assistance, this effort did map economic activity centers in the Town. A complete map of centers identified, along with a closer view of the centers identified in Windham appear below. The “Centers of Opportunity: Typology” report, dated December 2013, can be [found on the Town’s web site](#).

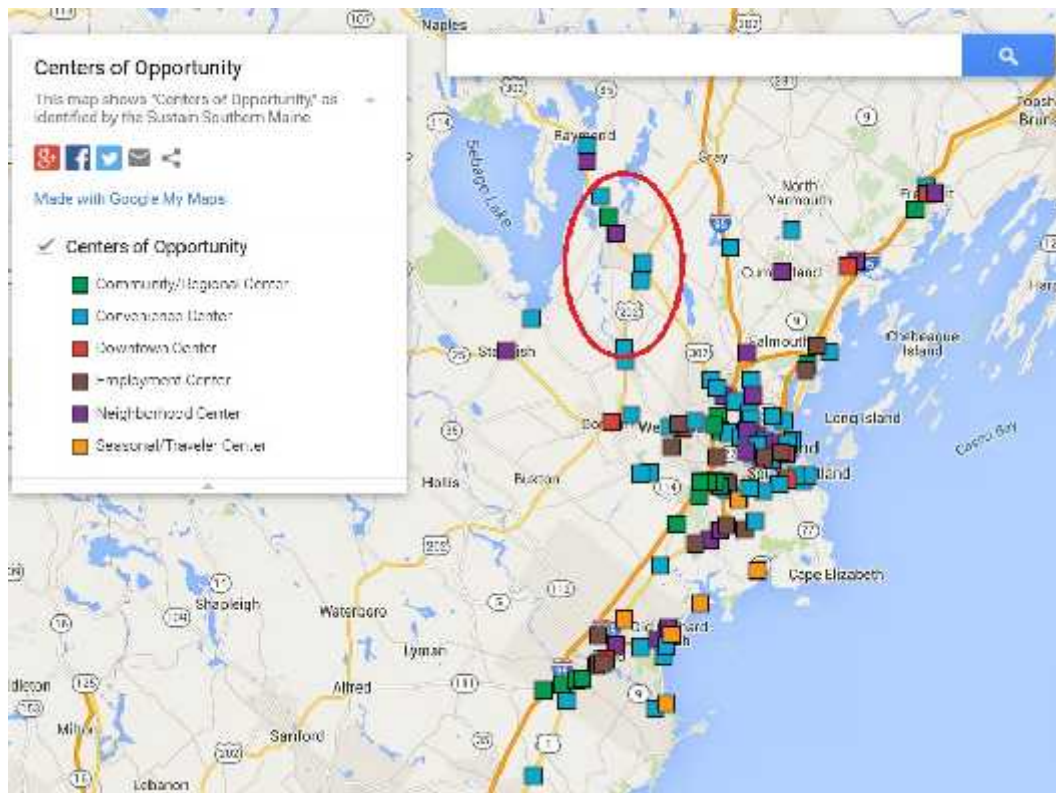


Figure 9 - Regional "Centers of Opportunity," Sustain Southern Maine. Windham "centers" circled in red.

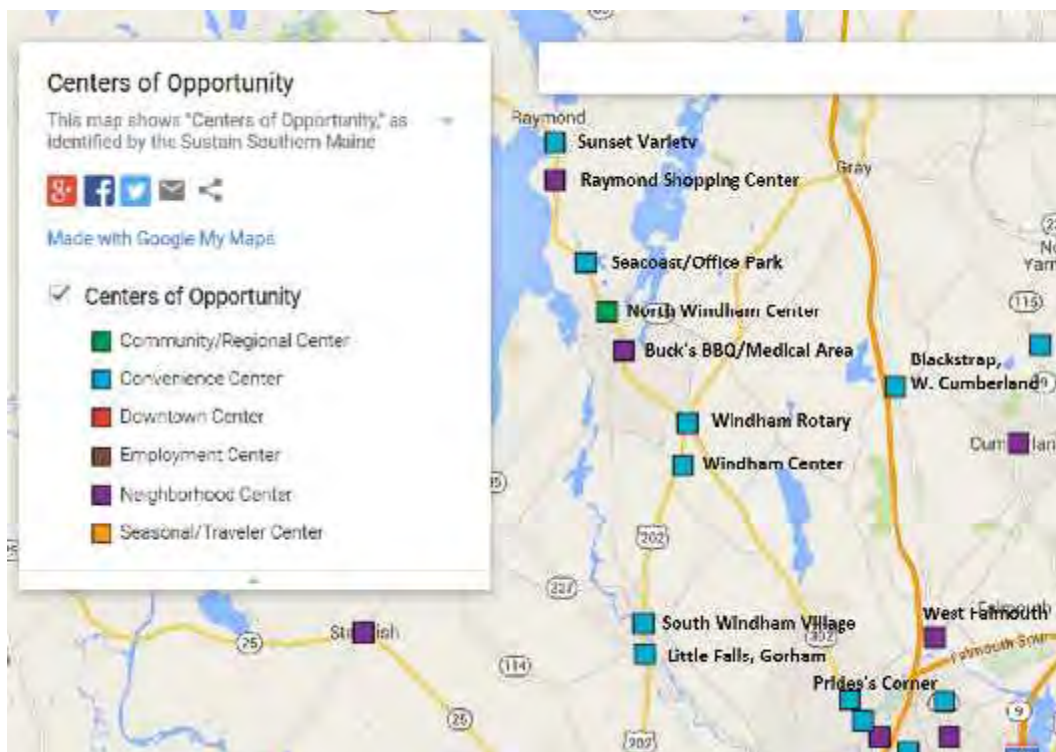


Figure 3 - Windham & other "Centers of Opportunity," Sustain Southern Maine

Workforce

As might be expected, labor data estimates from different sources and from different dates vary slightly. Source data is noted for all the numbers below in order to put these discrepancies in context.

Labor Force and Employment

The Maine Department of labor estimated the employed population at 9,389 in 2015, compared to 9,274 in 2005. This represents an increase of only 1.2% over those ten years, but that actually represents a rebound and recovery due to a drop in the labor force number due to the Great Recession.

Figure 3 shows Windham's unemployment rate almost exactly mirrors the county rate and both are consistently and notably lower than the state and the nation, as provided by the Maine Department of Labor. Note that peak unemployment for all levels shown is about 2010. The non-seasonally adjusted rates for the US, Maine, Cumberland County and Windham were 9.6%, 8.1%, 6.6% and 6.9% respectively. In 2015, those same rates are 5.3%, 4.4%, 3.4% and 3.3%.

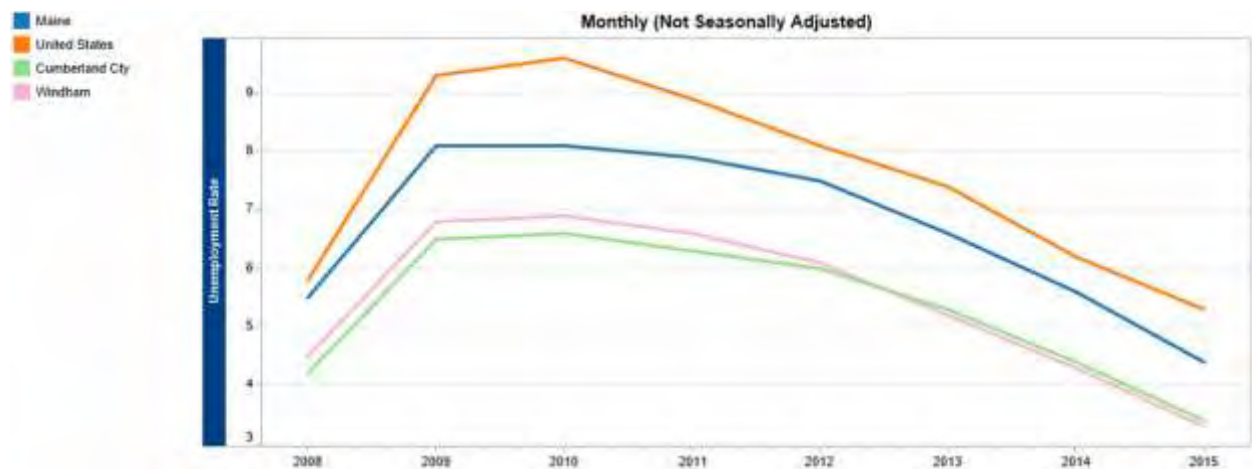


Figure 10 - Unemployment Rate, 2008-2015

Jobs in Windham

In 2015, the number of jobs in Windham finally got back to the level from before the Great Recession. Figure 4, shows changes in total number of jobs from 2005-2015, relative to the 2005 number. Any number below 100 on the chart represents job levels lower than where they were in 2005, and numbers above 100 represent higher job levels. This chart shows that both Windham and the County overall saw a steep decline in jobs from 2008 to 2009. Cumberland County saw its lowest number of jobs in this period in 2010, when it was about 2% lower than 2005, and has demonstrated consistent growth since then. Windham didn't see its available jobs bottom out until 2011, a year later, and at a much lower level, down about 7% from 2005. Cumberland County got back to 2005 levels in 2012, but Windham just crossed that threshold in 2015.

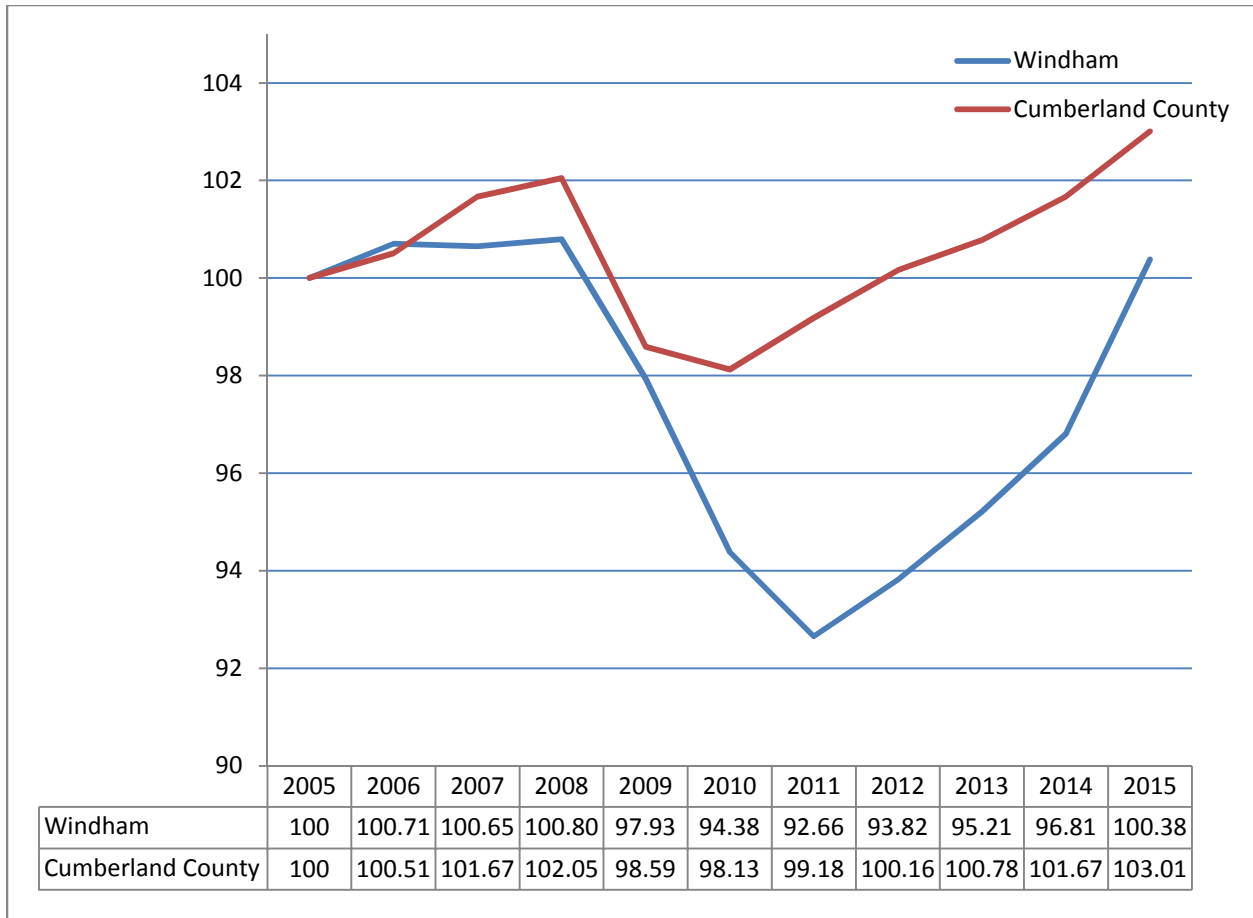


Figure 11 - Employment levels, 2005-2015

This chart seems to tell a very different tale from Figure 3 on the preceding page. A relatively low unemployment rate combined with a growing workforce seems to fly in the face of relatively flat job growth. This interesting dichotomy can be explained by a relatively mobile population and growing number of commuters.

Employment Distribution

The American Community Survey (2009-2013) from the U.S. Census bureau estimated the employed population at 9,113 in 2013. Given that there were about 5,776 jobs in Windham at that time, one could infer a lot of movement around the region. The data from the ACS supports this, as shown in the table below.

Table 6 - Workforce Distribution, 2013

Windham workers work in...			Windham jobs filled by residents of...		
Location	Estimated Employment	% of labor force	Location	Estimated Employment	% total jobs
Portland	2,527	28%	Windham	2,226	39%
Windham	2,226	24%	Standish	366	6%
Westbrook	778	9%	Casco	349	6%
South Portland	772	8%	Gorham	341	6%
Falmouth	346	4%	Gray	317	5%
Scarborough	315	3%	Portland	258	4%
Gorham	274	3%	Raymond	233	4%
Remaining Cumberland County	982	11%	Remaining Cumberland County	903	16%
In Maine, out of County	814	9%	In Maine, out of County	725	13%
Out of State	79	1%	Out of State	58	1%
TOTAL	9,113		TOTAL	5,776	

Major employers and industries

Windham does not have a single large dominating employer, like a mill or shipyard. Rather, the jobs landscape is made up of many small and medium sized employers. The following table shows Windham employers with over 50 employees in 2015.

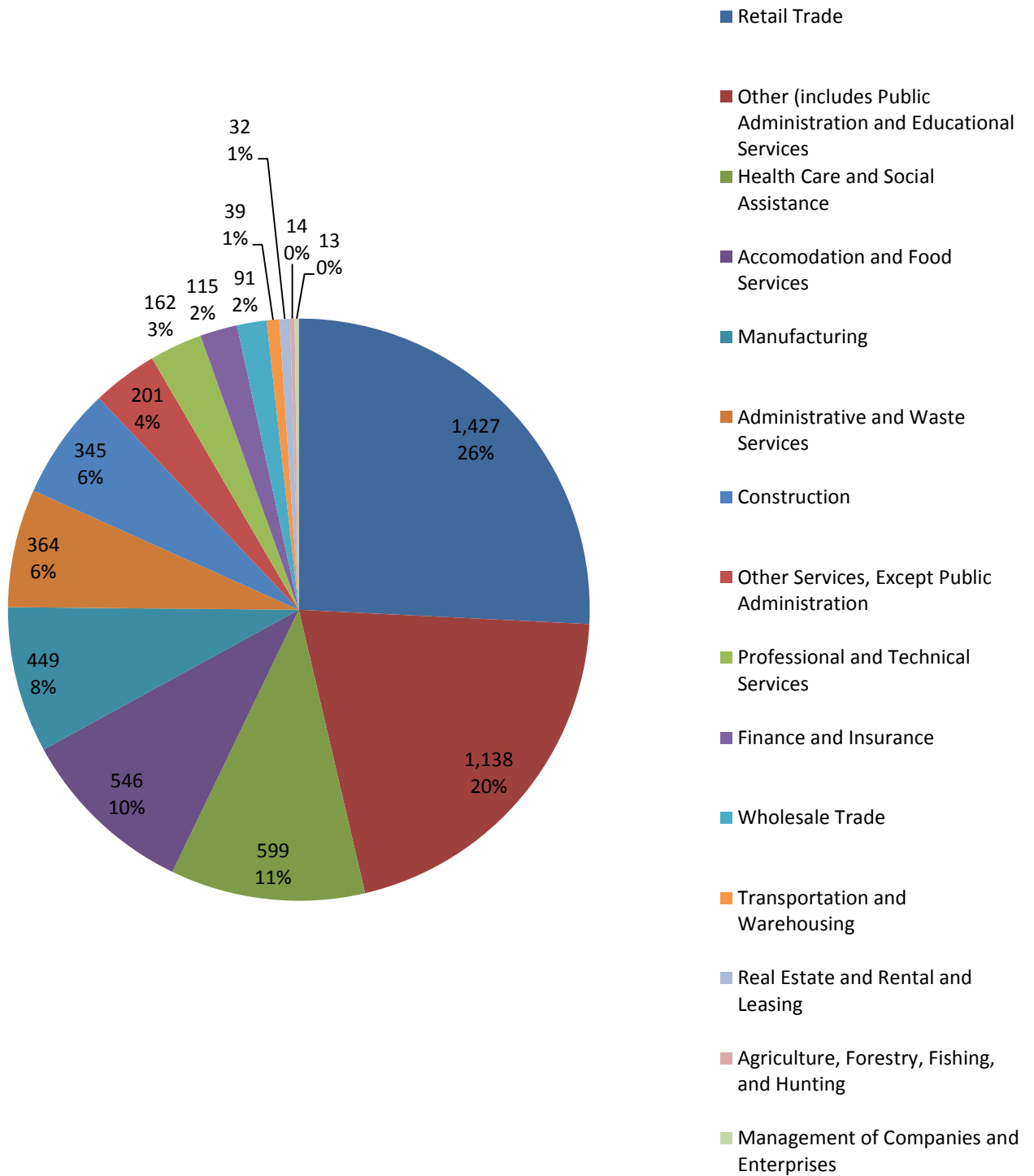
Table 7 - Major employers

Business	Employees	Sector
Hannaford Supermarket	100-249	Retail Trade
Home Depot	100-249	Retail Trade
Ledgewood Manor	100-249	Health Care and Social Assistance
Lowe's Home Improvement	100-249	Retail Trade
Maine Correctional Center	100-249	Public Administration
Roof Masters	100-249	Constuction
Shaw's Supermarket	100-249	Retail Trade
Walmart Supercenter	100-249	Retail Trade
Windham High School	100-249	Educational Services
Windham Middle School	100-249	Educational Services
Windham Primary School	100-249	Educational Services

Hancock Lumber	50-99	Retail Trade
Manchester Elementary School	50-99	Educational Services
McDonald's	50-99	Accommodation and Food Services
Mullen's Consulting	50-99	Professional and Technical Services
Suburban Security	50-99	Administrative and Waste Services
Windham Adult Education	50-99	Educational Services
Windham Millwork	50-99	Manufacturing

In Windham, the single largest sector of the economy by employment is the retail sector (25.8% of all Windham jobs in 2015). The chart below shows the size of each sector in Windham. One important note to recognize about the data below is that the Public Administration sector (jobs at the Correctional Center) and the Educational sector (jobs at the RSU) are aggregated in the Other category. As noted above in Table 2, these are both major employers in the Town but the state data for Windham does not break these out. Individually they would be large sectors, but they have been aggregated together in this data.

Windham Jobs by Sector 2015



It is interesting to compare this data over time. Not only did the time between 2005 and 2015 include a significant drop in the number of jobs in Windham and a climb back to a number slightly higher than before, there were several shifts of note within the number of jobs in Windham, especially when compared to the overall job mix in Cumberland County.

Retail Jobs. Windham's retail jobs in 2005 represented 28.2% of the employment opportunities in Windham (1,555 jobs), but in 2015 retail jobs represented 25.8% of the jobs in town (1,427 jobs). This is still a very strong number compared to the regional level of employment in retail as 12.5% of the jobs in Cumberland County are in retail.

Manufacturing. Windham has a burgeoning manufacturing sector. The total number of manufacturing jobs in Windham in this 10 year period increased from 393 to 449 jobs (7.7% to 8.1% of total jobs). The County overall lost manufacturing jobs during this time, dropping from 6.4% to 5.6% of the total number of jobs.

Transportation & Warehousing and Wholesale Trade. These two industries seem to go together because they deal with the movement, storage and sale of bulk goods. Together these sectors employed 147 people in Windham in 2005 (2.7%), and in 2015 that number dropped to 130 (2.3%). For the County, the 2015 numbers for these sectors represent 8.5% of the jobs. This is an indication that Windham does not have a comparative advantage in these sectors over the rest of the County, like the two sectors above.

Current Planning Efforts and Initiatives

Based on the community survey conducted in October 2014, and based on the visioning work at the start of the planning process for this plan update, it is clear that Windham residents want to increase the number of jobs available in Windham, and increase the diversity of jobs available in Windham. The planning document produced by the WEDC is focused on these two major goals.

WEDC Plan

In 2013, the Town Council adopted the "Economic Development Strategic Plan," developed by the WEDC. This plan can be accessed by clicking [here](#) (fix link). The vision for this plan is "to create a business friendly environment that provides a high-quality of life, a vibrant economy, and a welcoming atmosphere, while protecting our town's rural characteristics and natural resources." In order to achieve this vision, the plan is focused on the implementation of four objectives:

-) Plan for the Future – implementation of policies and programs to support economic growth
-) Support Business Growth and Prosperity – business recruitment, promotion and marketing efforts
-) Create and Maintain an Efficient Review and Approval Process – simplify, streamline permitting processes and guide new businesses through this process.
-) Develop a Support System for Economic Development – develop advocacy, partnerships and funding capacities.

The WEDC organized itself into sub-committees focused on the implementation of each of these areas: Planning, Business Growth, Review and Approval Process, and Community Engagement. Each has worked with municipal, community and other partners to complete priority strategies for each objective. The WEDC is currently in the process of evaluating progress on the implementation of the Strategic Plan.

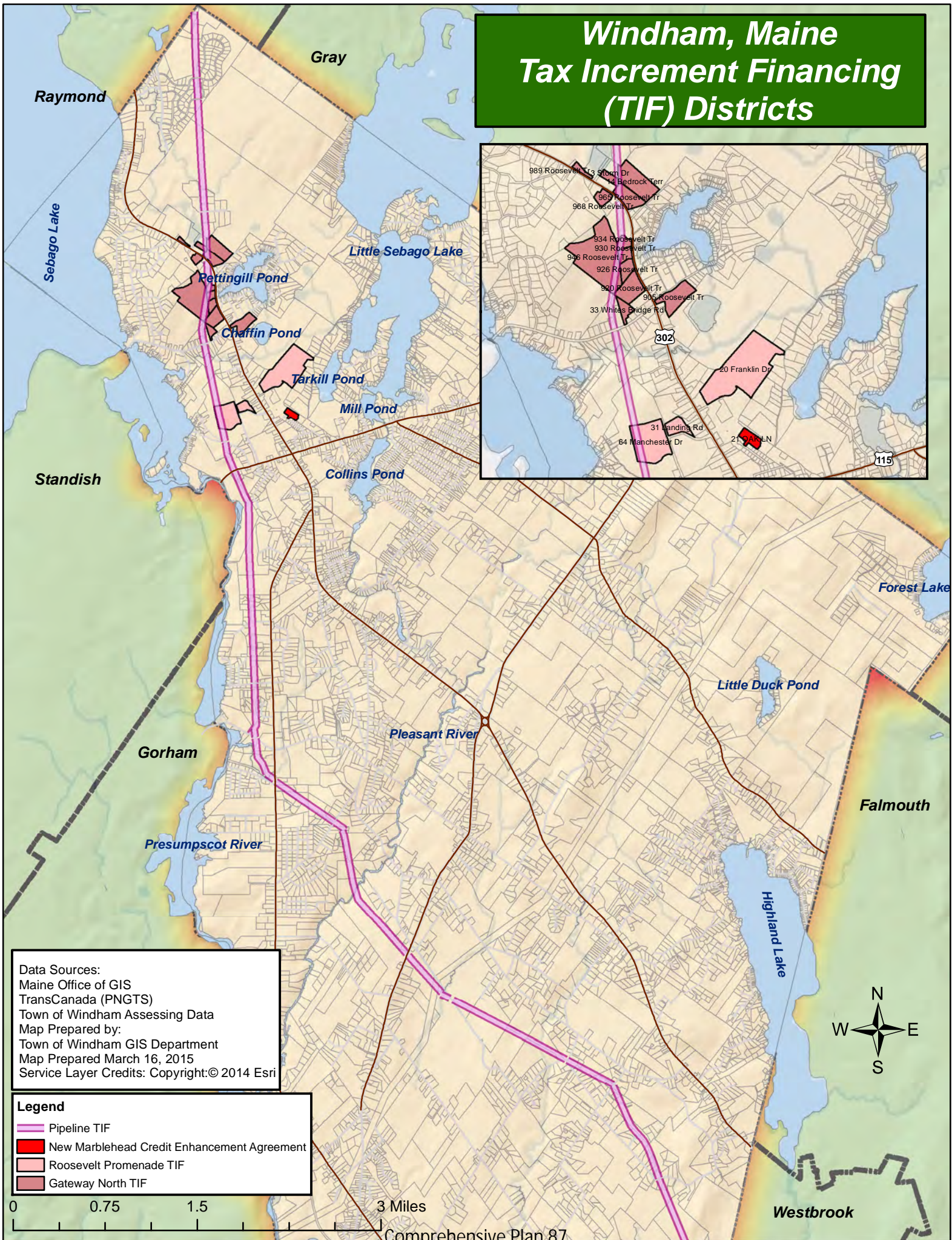
Tax Increment Financing

Windham has used Tax Increment Financing (TIF) districts for many years, as a way to dedicate funds for expenses related to economic development. TIF districts are established by the Town Council, and capture the additional value of property that is developed within a TIF district. The additional taxes based on the increase in property value from when the district was established to the new taxable value (the tax increment) are dedicated to a segregated fund that is separate from the Town's general fund. These TIF funds can be used for a variety of specific uses per state statute, but they must be related to capital improvements or other expenses that are meant to increase economic activity in the community.

The Town of Windham has four TIF districts, shown on Figure 5, below.

-)] The New Marblehead Credit Enhancement Agreement is an affordable housing TIF, which encourages and supports the development of affordable housing.
-)] The Roosevelt Promenade TIF captures the value associated with the development of the Home Depot, Lowes, and Goodwill store properties.
-)] The Pipeline TIF applies to the oil pipeline right-of-way that extends from the Raymond town line all the way to the Westbrook town line.
-)] The Gateway North TIF applies to a dozen properties along Route 302 in the vicinity of the Anglers Road/Whites Bridge Road intersection and Enterprise Drive intersections. These properties include the Microtel Suites hotel, Seacoast Adventure Park, and the WEDC's property at Anglers Road.

Windham, Maine Tax Increment Financing (TIF) Districts



Analysis

Changes in the Windham Economy

The economy of Windham is not experiencing the kind of radical change associated with the loss of a major employer, as many Maine towns have had to deal with over the years. The loss of a mill or military base can shift the ground under a community's feet. However, even with no radical changes, the economic landscape in Windham is continuing to change.

Since at least the turn of the 21st century, the number of jobs in Windham has not kept pace with the number of people moving to Town. Many of the people who live in Windham work in the large job centers of Greater Portland. Indeed, as noted above, eight of the twelve largest employers in Windham are building supply stores, grocery stores and the public schools – all serving local needs. The vision of Windham as a large bedroom community for Portland held by some residents is not a completely accurate view of the Town, but that conception fits from an employment standpoint.

As the amount of residential development continues to outpace the amount of commercial development, the overall difference in value between residential and commercial/non-residential development will continue to expand, resulting in a higher burden on individual residential property owners to pay for additional services or expansion of existing municipal and school services. As the number of Windham residents who work in Portland, South Portland, Scarborough and Falmouth increases, the challenge of maintaining mobility on the major roads that connect to the job centers in the region will need to be addressed. This includes Route 302, as well as River Road and Falmouth Road.

Description of Commercial Development Areas

Earlier in the chapter, the work of the Sustain Southern Maine (SSM) project to categorize existing commercial and mixed use areas in Greater Portland identified six “activity areas” in Windham. These are described below. The SSM typography, or categorization of these activity areas are based on the types and sizes of businesses and the market areas they serve. The hierarchy of these categories, from smallest to largest is listed below. For more information on these centers, and other types of centers not currently found in Windham, please refer to the [Center of Opportunities: Typography Report by clicking here](#) (fix link).

) Community Center

- Not every town in Greater Portland has this type of large center.
- Anchored by grocery store/supermarket and goods and services that people will travel to or involve comparison shopping. These centers have “gravity” and draw people from larger areas, especially in rural or suburban settings.
- Characterized by additional uses like “big box” stores, offices and a wide variety of services such as medical and banking, clothing, automobiles and appliances.
- Generally serves a primary trade area of 30,000 to 40,000 people.

) Neighborhood Center

- Anchored by grocery store, with greater mix of retail and day-to-day items.

- Characterized by additional uses like banking, fast food, small restaurants and coffee shops, small businesses and services, professional offices. Routine goods and services many people want close by.
- Generally serves a primary trade area of 12,000 to 25,000.

) Convenience Center

- Most common. Every community has one, Windham has several.
- Located conveniently along busy roads or at key intersections.
- Characterized by uses like gas stations, take-out food, and single grocery item shopping.
- Generally serves a primary trade area of 3,000 to 5,000 people

The activity centers identified by SSM are listed below, and this Plan recognizes the value of comparing commercial activity centers based on the mix and intensity of uses and service areas, but does not use the labels in the SSM report.

North Windham

When people from outside our community think of Windham, whether they are from surrounding towns or from out of state, they think of North Windham. For many people around the state and throughout the Northeast, North Windham is the only impression of Windham people have. North Windham was identified as a Community Center in the SSM report.

Windham's regionally strong retail sector is centered in North Windham. Shopping options range from small specialty shops for clothing and jewelry, to "big box" style general merchandise stores, discount department stores, to large specialty retailers for automobile parts, office supplies, and two large national pharmacies.

North Windham hosts almost all of the dining options in Town outside of several notable food options in other parts of the community. National and regional fast food chains are augmented by great local options such as Rustler's Steakhouse, Gilbert's Chowder House, Bob's Seafood, Masa Grill and many others.

Banking services are concentrated in North Windham, as are professional offices and personal services.

River Road/Turning Leaf Drive. This activity center on Route 302 is just to the south of the North Windham activity center described above. It was classified differently and considered separately from North Windham based on the lower intensity of uses. Even though there are banks, medical offices, more great local restaurants, and automobile and repair services found here, there are no "big boxes" in this area, and it has a different feel than the rest of North Windham. The difference in character between these two areas was noted and acknowledged in the 21st Century Downtown Plan for North Windham, where this lower-intensity commercial area was identified as a gateway into North Windham. This area was identified as a Neighborhood Center in the SSM report.

Enterprise Drive

This section of Route 302 is just north of the North Windham activity center. Similar to the River Road/Turning Leaf activity center above, it is still in what many consider "North Windham" but might be

considered a separate center based on the scale and types of uses. This center is the northern gateway to the more intensely developed North Windham center, and is the area around Seacoast Adventure Park, the adjacent office condominium development, and the commercial condominium projects on the corner of Enterprise Drive and directly across from Enterprise Drive on Crimson Drive.

In early 2015, the Town's first hotel in a branded chain opened its doors. The Microtel Suites by Wyndam Hotels opened in North Windham, between the intersections of Anglers Road/Whites Bridge Road and Enterprise Drive, across Route 302 from Seacoast Park.

This area was called out in the SSM effort as a Convenience Center. With the new hotel, relatively new development on Crimson Drive and with future development potential on the hotel site and within the Quarry Ridge Business Park on Enterprise Drive, this area could soon be, if not already be considered a Neighborhood Center that has more "gravity" (draws customers from a larger area) than a Convenience Center.

Route 302 Rotary

This area is located primarily on Route 302 on either side of the Route 302/Route 202 rotary close to the geographic center of Windham. Mercy Quick Care and Hancock Lumber are located in this vicinity, as well as Windham Automotive, Seavey's Appliance, Hall Implement, Lee's Family Trailer, Pyro City Fireworks and other convenience retail and food services. This activity area was classified as a Convenience Center by SSM.

Windham Center

Located at the crossroads of Windham Center Road and Gray Road (Route 202), Windham Center is one of the original activity centers in Windham. Convenience food and grocery needs are served at Corsetti's, known for its pizza and breakfast sandwiches, as well as serving as a social crossroads during the busy morning times. Corsetti's benefits from the vehicle and foot traffic associated with the RSU School Campus and Town Office building nearby. For the purposes of this classification, the Windham Center activity area could also include the Windham Hill area near the crossroads of Windham Center Road and Pope Road, as well as the Popeville area at the crossroads of Pope Road and Gray Road. This activity area was classified as a Convenience Center by SSM.

South Windham

South Windham has a long history as a commercial and residential area in Windham. South Windham Village could be considered the traditional "downtown" for Windham, but from an economic activity standpoint, the Village has not rebounded since the closure of the Keddy Mill. SSM classified this Convenience Center around the Blue Seal store. For the purposes of this analysis, this Convenience Center could include the areas of South Windham Village along with the convenience shopping provided by Ruggerio's at the River Road and Gray Road and Thayer's Store on River Road and Newhall Road. It would also include the Dolby Funeral Home area, the Post Office on Gray Road, and the soccer field facility at Gambo Road.

The Rural Economy and Home-based Occupations

Not all economic activities are in the commercial activity areas noted above. By definition, the rural economy does not take place in a center. Commercial activities that depend directly on the land, such as farming, forestry, and mineral extraction are the main types of businesses associated with a rural economy. The first two of these are discussed in greater detail in the Agriculture and Forestry Chapter.

Mineral extraction businesses fall into two categories in Windham – pits and quarries. Pits are sites where sand and gravel are extracted and processed, while quarries involve the extraction and processing of stone. Because of the difference in materials, blasting is not usually required at pits and usually is required at quarries.

There are fourteen gravel and sand pits in Windham of various sizes at locations throughout Town. There are two quarries, the Busque Quarry, owned by Shaw Brothers Construction, at the corner of Nash Road and Roosevelt Trail, and the Windham Quarry and Pit owned by RJ Grondin & Sons at the end of Enterprise Drive in North Windham.

Home Occupations play a significant role in Windham's economy. Home-based businesses can be services such as child care operations, personal services like hairdressers and barbers, or small engine repair shops. Home occupations also serve as new business incubators, where a home or garage is used on as cheap start-up business space.

Though not strictly a home based business as defined by the land use ordinance, there are many people in Windham who work remotely for employers based in other places. These employees might work from home for a few days a week and go into an office in Portland or Boston the other days, or their home may be a satellite office for a company further away. Improvements in telecommunications and internet speeds make this type of work arrangement more common as time goes by. It is difficult to quantify the number of workers that use a home in Windham as a base for telecommuting, as the state and national level statistics are not currently geared to pick up these workers.

Infrastructure needs

It is worth noting here where there are infrastructure deficits that need to be addressed in order to meet community and economic development goals.

Sewer/Advanced Wastewater Treatment

All of the residential and commercial development in North Windham is served by private subsurface wastewater systems (septic systems). To be sure, the larger users and systems that handle grease and other restaurant waste are more sophisticated engineered systems compared to the types of systems used in single family homes. However, the exclusive use of these systems in North Windham presents issues from several standpoints.

-) Space required for development. Requiring every commercial development to find space on their own property to locate a septic field means that developers must purchase more land for a given use that would be required if the development were served by some type of sewer system.

-) Limitations on types of commercial development. Certain types of commercial uses require a lot of water, like certain manufacturing uses and brewing. The rule of thumb when thinking about wastewater is “water in = water out” meaning that in general, big water users require big septic systems. Very large water users find a lack of sewer infrastructure a critical limitation when making decisions on where to locate or expand, even if public water is available.
-) Inability to meet community development goals on conventional septic systems. Some of the main goals from the 21st Century Plan and the Economic Development Strategic Plan deal with increasing the number and diversity of jobs in North Windham. In addition, the 21st Century Plan calls for increasing the number of residents in North Windham. These goals focusing increased density and diversity of uses in North Windham to create a strong sense of place where people choose to spend time, spend money, and find community will be difficult to fully realize or the reasons noted above.
-) Aquifer/groundwater considerations. The Town has been monitoring nitrate levels in the groundwater for years. The presence of nitrates in groundwater is associated with septic systems. The level of nitrates in North Windham groundwater has been increasing over time, even accounting for seasonal variations in the levels of nitrates detected based on groundwater levels. In general the higher the groundwater level, the more water is in the ground, and the concentration of nitrates and other measurable pollutants (salt, suspended solids, organics, etc.) is lower based on dilution. In dryer times of the year, the lower the groundwater levels and the higher the concentrations of nitrates in the ground.

Broadband Internet

Certain types of businesses and telecommuters require internet speeds that are currently not generally available in Windham. The WEDC is spearheading an effort with St. Joseph’s College and the Towns of Raymond and Standish to connect to the high-speed fiber optic infrastructure that was installed around the state with federal stimulus funds as part of a plan to bring high-speed internet (1 gigabyte +) to rural Maine. This system is known as the “3-ring binder” network, and the closest point to this fiber “backbone” is in Standish at the intersection of Routes 35 and 114. It remains to be seen exactly how and on what timeline access to this infrastructure will be provided to North Windham or the Town more generally, but a 21st century economy needs a 21st century infrastructure. Access to this high-speed network will be important to expanding the options for Windham businesses in the future.

Uniquely Windham

Windham hosts two unique events that serve to build community and attract people to the region. Either of these events could be used as vehicles for additional future economic growth.

Windham Summerfest is a daylong celebration of community and fun that takes place on the school campus property on a Saturday each June. This event includes a parade, a car show, events for children, music, carnival rides and fireworks. The event is also a fundraising opportunity for community groups that run food booths through the day. Historically, this event served as a homecoming day of sorts and has been focused on providing an opportunity for community building, renewing community spirit and socializing for Windham residents.

Until 2013, this event was planned by Windham Parks and Recreation staff, with the support of a volunteer board of community members. In 2014, this Summerfest became an all-volunteer effort.

The Sebago Lake Rotary Ice Fishing Derby is held each February. The event is organized by the Sebago Rotary Club. This event brings people from around the state and New England to the Sebago Lake area for a weekend of fishing competition.

One way to potentially build on that event would be to hold an organized complimentary event in Windham, such as a “Taste of Windham” event that weekend, or a Windham Winterfest on days leading up to or following the fishing events. Events like these could serve as an attraction to those competing (or their families!) to bring people to Windham on the weekend itself, or encourage visitors to extend their time in the area for another day or two.

Goals and Suggested Strategies to Implement Goals

Goal 1: To support the type of economic development activity the community desires, reflecting the community’s role in the region.

Strategy 1.a Enact or amend local ordinances to reflect the desired scale, design, intensity and location of future economic development.

Strategy 1.b. Continue to implement the Town’s Economic Development Strategic Plan, and update this plan every 5 years.

Goal 2: To make a financial commitment to support desired economic development, including needed public improvements.

Strategy 2.a Assign responsibility and provide financial support for economic development activities to the Windham Economic Development Corporation.

Strategy 2.b Identify the mechanisms to be considered to finance public investments that support economic development (local tax dollars, creating a tax increment financing district, a Community Development Block Grant or other grants, bonding, impact fees, development districts, etc.)

Strategy 2.c Develop a Capital Improvement Plan (CIP) that includes infrastructure projects in order to prioritize needed investments, allows the Town to incorporate local improvements with outside agency projects, (including MaineDOT, Portland Water District) and plan for required funding needs over time.

Strategy 2.d Focus on implementing existing and future plans that support economic development and create a true sense of place in North Windham and South Windham Village.

Strategy 2.e Implement the 21st Century Plan in a manner that creates a true town center.

Strategy 2.f Develop neighborhood or district plans for Windham Center and South Windham.

Goal 3: To coordinate with regional development corporations and surrounding towns as necessary to support desired economic development.

Strategy 3.a Participate in any regional economic development planning efforts.

Housing

State Goal: To encourage and promote affordable, decent housing opportunities for all Maine citizens.

Conditions and Trends

Housing issues and needs are very closely tied to the population and demographics of an area. It is also tied to the economy and issues of neighborhood and community character. Planning for housing, whether the questions are related to where new housing should be located or who is that housing being designed for, has a large and lasting impact on the Town. Unlike programs or services that may come and go, the built environment we create today will last for generations into the future.

Local and Regional Affordable Housing Coalitions



The Westbrook Housing Authority (WHA) is the entity that manages the State's subsidized Housing Choice Voucher Program (Section 8 housing) for Windham. WHA also manages the properties developed by development partner, the Westbrook Development Corporation (WDC). WHA does not manage any properties in Windham, but the WEC has the ability to undertake projects in Windham. These projects could be new residential construction projects, rehabilitating existing housing, housing for seniors or those with disabilities.



Avesta Housing is a non-profit developer of affordable housing for southern Maine and New Hampshire, and is one of the largest affordable housing developers in New England. Avesta has built several projects in Windham over the years.

Affordable Housing Developments in Windham

-)] New Marblehead Manor (1979 & 1989). 60 units (efficiencies, 1- and 2-bedrooms), elderly and disabled residents. Located at 21 Oak Lane and 32 Sandbar Road. Avesta Housing.
-)] Marcus Woods (1994). 20 units (1-bedroom), elderly or disabled residents. Located at 250 Tandberg Trail. Coastal Affordable Housing.
-)] Unity Gardens/Edgecomb Woods (2005). 48 units (1-bedrooms), elderly housing. Located at 124 Tandberg Trail. Avesta Housing.
-)] Little Falls Landing (2006). 24 units (1-bedrooms), elderly residents. Located at 3 Depot Street. Avesta Housing.

Local Regulations – Affordable Family & Senior Housing

Within the Commercial 1 (C-1) zoning district, “Housing for Older Persons” is allowed, provided that the dwelling units are not on the basement or 1st floor levels of the building, unless it is a project that receives federal housing subsidies. The C-1 district is the commercially zoned area in North Windham.

Multifamily Dwellings, as defined by the Windham Land Use Ordinance, are buildings with three or more dwelling units. New Multifamily housing is allowed in the Medium Residential (RM), the Commercial 1 (C-2) and Village Commercial (VC) zoning districts.

In 2012 the Town created standards for Accessory Apartments. The standards are applicable in all zoning districts and allow for the creation of accessory apartments inside or attached to single family homes in Town. These apartments are not restricted to “in-laws” or relatives, and homeowners could charge rent for the apartments. However, the owner must occupy the principal dwelling or accessory apartment, apartments are limited in size (600 square feet) and in the number of occupants allowed (3) in order to keep these apartments small and accessory to the primary use of a single family dwelling.

In 2012 the Town created a Retirement Community & Care Facility Overlay Zone (RCCF zone). The RCCF zone allows for the siting of Assisted Living Facilities, Boarding Homes for Sheltered Care, Retirement Communities, and Nursing Homes, and provides areas in town where housing for older persons can be provided at higher residential densities. The zone includes properties located within 1000 feet of a numbered Route (Routes 302, 202, 115 and 35). To be eligible a property within the overlay district must have a minimum lot size of 200,000 square feet.

History of Housing Development in Windham

For much of Windham’s early history, as noted in the Historic & Archeological Resources Chapter, homes were located in areas of industry on the Presumpscot and Pleasant Rivers, like South Windham, Great Falls, Newhall and Popeville. These areas along with the historic Windham Hill/Windham Center

area were developed as villages, with jobs and housing in close proximity. Farmhouses were scattered across the rural landscape.

A large amount of new housing was built in conjunction with the population growth that began in the 1970s. Even though there have been many significant ups and downs in the housing market that has corresponded with the national economy, Windham still finds itself in a period of relatively strong housing growth.

Table 1 – Age of Housing Stock

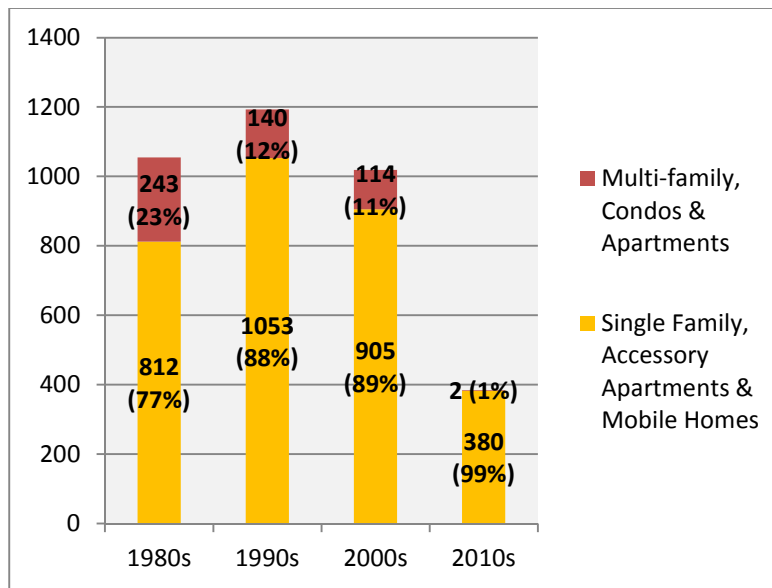
Year Built	% Total
Pre-1940	11.2%
1940-59	9.1%
1960-69	8.9%
1970-79	17.3%
1980-89	14.5%
1990-99	16.7%
2000-09	16.7%
2010-15	5.7%
	100.0%

Source: Town of Windham Assessing Records

What's Been Built

Like most communities in the area, single family homes represent the vast majority of housing units in Windham. Even though there are other options available to people looking to make Windham home, like apartments, townhouses, and condominiums, the numbers of units in these multi-family arrangements is not keeping up with population growth or even keeping pace relative to the amount of new single family homes being built over the last few decades.

Figure 13 - Types of new housing units by decade, through September, 2015



As shown in Figure 1, above, multifamily housing units represent a decreasing share of the overall number of new units built in town decade over decade. This trend has had implications on the amount of land required for development but also for the kinds of housing choices available for two key demographics – young people moving out on their own for the first time and older residents.

No matter when a young adult moves out on his or her own (and they are moving out later and later due for a number of reasons), they are likely to move into a rental unit before purchasing a home of their own. If these types of dwellings are not supplied in town, young people are forced to leave town for other communities in the region or further away. On the other end of the spectrum, older residents may want to downsize their housing as “empty-nesters” or may find themselves in situations where they need more services or assisted living options. Many people can think of family members or friends who had to move out of Windham for apartments and condominiums in Westbrook, Portland, and South Portland or further away from the friends and support networks they know.

Where Has Housing Been Built

The 2003 Comprehensive Plan called for growth areas, where new growth was to be encouraged and directed, and rural areas where limited new growth was called for, as required by the state.

The growth areas in that plan cover about 19% of the town, and are in the areas that are today zoned as:

-) Commercial 1,
 -) Commercial 2
 -) Commercial 3,
 -) the Economic Development zone,
 -) the Industrial zone,
 -) Medium Density Residential
 -) Village Commercial in the South Windham Village area.

The rural areas make up about 81% of the town’s area, and are in the areas that are today zoned as:

-) Farm
-) Farm Residential
-) Low Density Residential

Between 1993 and 2000, there were 845 dwelling units built in Windham. 184 (22%) were in growth areas and 661 (78%) were in rural areas. Between 2001 and 2013, there were 1,166 dwelling units built in Windham. 177 (15%) were in growth areas, and 989 (85%) were in rural areas. The location of new housing development is not impacted at all by the desire expressed in the 2003 Comprehensive Plan or the requirements in our zoning ordinances.

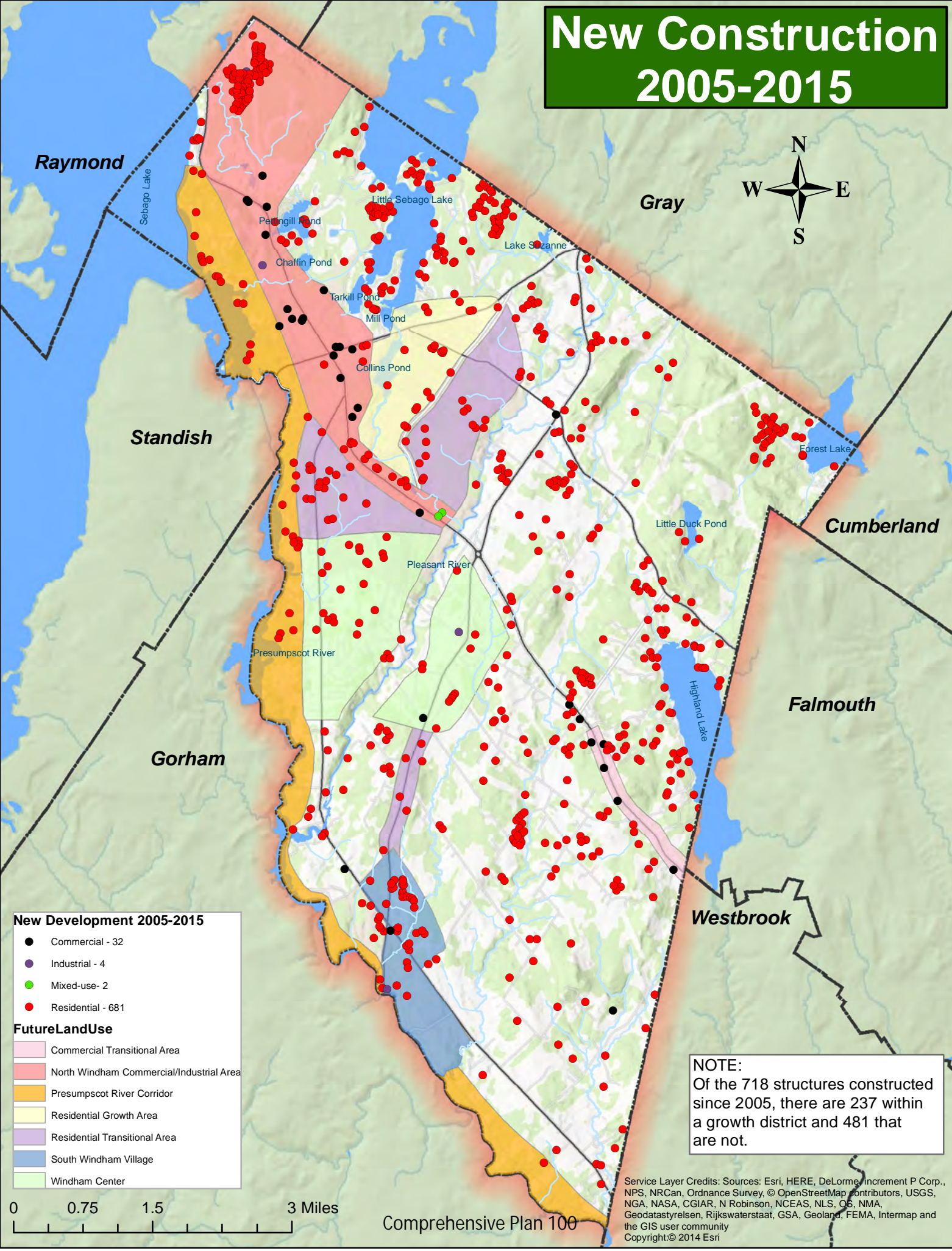
Figure 14 - New Development by Zoning District

Zoning District	Area (acres)	% of Windham Land Area	New Structures, 1993-2013	% of development, 1993-2013
Growth Areas				
C-1	1,506	4.2%	72	3.4%
C-2	216	0.6%	5	0.2%
C-3	887	2.5%	31	1.5%
ED	770	2.1%	3	0.1%
I	485	1.3%	2	0.1%
RM	1,838	5.1%	298	14.1%
VC	108	0.3%	6	0.3%
Total	5,809	16.1%	417	19.7%
Rural Areas				
F	18,555	51.3%	889	42.0%
FR	5,301	14.7%	553	26.1%
RL	710	2.0%	100	4.7%
Total	24,566	67.9%	1,542	72.8%
Water/Other/Not Zoned	2,355		*see note below	
Total (Water not included)	36,185	100.0%		

*= There are 158 structures (7.5%) not accounted for in the overall % of development column, as they were in one of the shoreland zones.

The map below, New Construction 2005-2015, shows a picture consistent with the information above. It shows new construction, both residential and non-residential, relative to the growth areas and rural areas from the 2003 comprehensive plan, as opposed to by zoning district. It shows a third (33%) of the new development occurring in the growth and transitional areas, with the remaining redevelopment occurring in the rural areas. In other words, almost every 7 out of 10 new homes in Windham are built in areas the community has said should be protected from new development.

New Construction 2005-2015



Finding that development is occurring in a way that does not meeting the goals of the community is a disheartening situation. The discrepancy between statements in the 2003 Plan about where new housing should be located and where it is actually being built can at least partly be explained by the these two theories:

-) There is not enough infrastructure in the growth areas to support the majority of new dwelling units being built in Windham.
 - Infrastructure required for growth areas should include public water and the means to get past the state mandated minimum lot size of 20,000 square feet per dwelling on a private subsurface wastewater disposal system (septic systems). This might be traditional public sewer like the one available in South Windham, a shared septic system like the ones serving development at the end of Hunt's Drive or in the Heritage Lane subdivision. Small scale wastewater treatment systems that can serve a neighborhood or two or three neighborhoods might also be an option in certain parts of town.
-) Minimum lot sizes in the parts of town designated for rural-scale development are too small to keep these areas from receiving most of the new development in Windham.
 - The 80,000 square foot minimum lot sizes in the Farm Zone and the 60,000 square foot minimum lot sizes in the Farm Residential Zone are rural in name only. This zoning has produced, and will continue to produce, suburban scale residential development like much of the recent development along Chute Road, the subdivisions off Barnes Road, and the Sebago Heights Subdivision near the Raymond town line in North Windham.

Analysis

Projected Housing Needs

Based on the analysis in the Population & Demographics chapter, it seems reasonable to expect that the Town of Windham may add between 9-14% of its year 2010 population each decade for the next two decades (*pending updated estimates from the state and census bureau*). Based on a 9% growth rate, this could mean that Windham will need to add around 750 dwelling units between 2010 and 2020, and potentially another 670 between 2020 and 2030. This is considered a conservative estimate for several reasons. First, if the population change each decade is more than 9% (it has historically been about 14% per decade since the 1980s) or secondly, if the average household size continues to shrink as it has since at least 1980, then the need for additional housing units will be higher than estimated here. Additionally, the data for new dwelling units from 2010-2015 shows Windham added 382 dwelling units, which doesn't put us far off the pace in a time of slower housing starts due to the Great Recession.

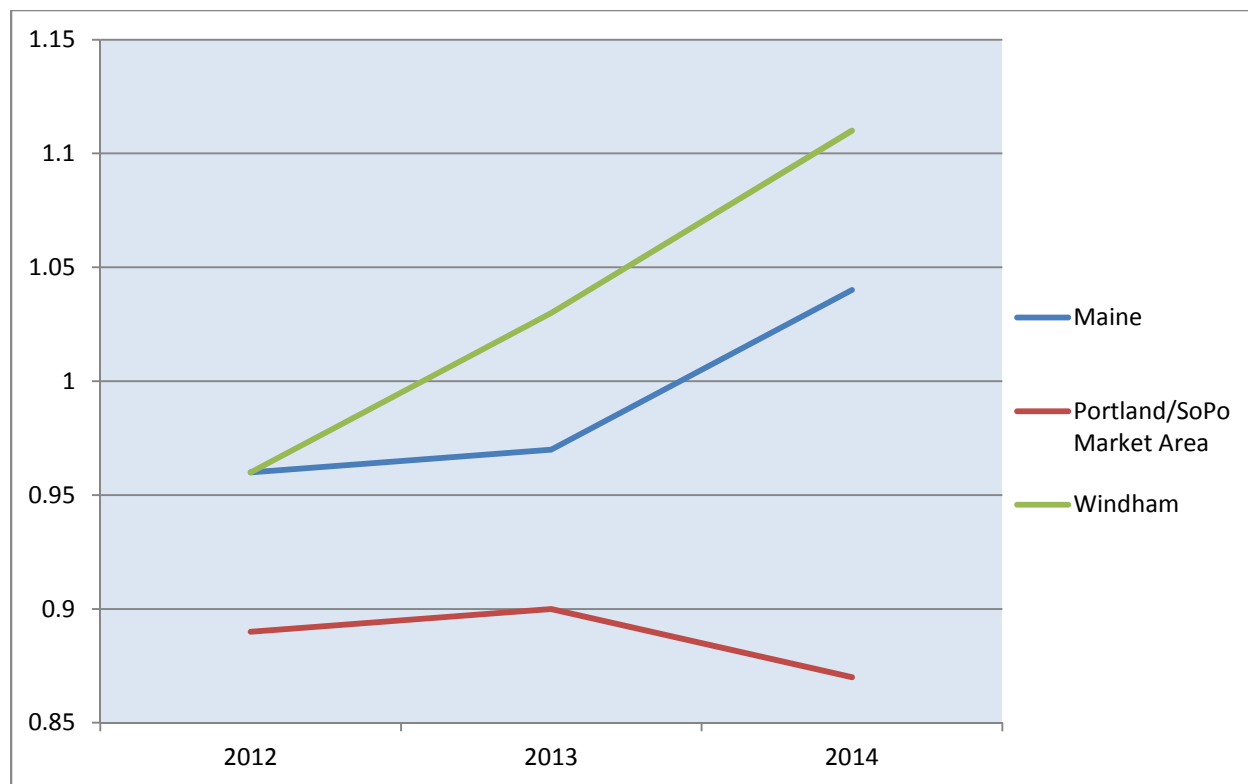
Housing Affordability

Everyone who lives in Windham or has visited or traveled through Windham over the years knows that the Town has experienced steady and rapid residential growth since the 1970s. This information is presented in the Population & Demographics Chapter. Housing and population changes go hand in hand.

Looking at the affordability of housing in Windham compared to the Greater Portland region is one way to view the affordability of housing in Windham. It is likely that a good portion of Windham's population growth since the 1970's is attributable to the growth of the overall Greater Portland area as an economic engine for the state. An oversized share of the new housing associated with the growth of the Greater Portland area has been located in Windham based on the relative affordability and availability of developable land. As a result, Windham has grown at one of the fastest rates of any community in the region over the last two decades.

The Maine State Housing Authority maintains an Affordability Index for the state, based on median income and median home price. If the median household income equals 30% of the value of the median home price, it is considered Affordable and represented as a value of 1 in the chart below. Index values above 1 are relatively more affordable, and values below 1 are relatively less affordable. Note that Windham's score compared to the Portland/South Portland Labor Market area is consistently more affordable, and in the latest index value the gap was widening. This is primarily attributable to a 10% increase in home values in the Labor Market area while Windham home values appreciated only 2%. In general, the least affordable communities in Cumberland County are close to Portland and along the ocean, while the most affordable scores are found in the more rural inland communities.

Figure 15 – Maine State Housing Authority's Affordability Index, 2014



Another way to look at the affordability of housing in Windham is whether or not the people who work in Windham can afford to live in Windham. We know from the Economy chapter that most Windham jobs are not held by Windham residents. This phenomenon makes the index scores look good for

Windham - most Windham residents can afford to live in Windham (relatively lower housing costs compared to the region) by working in the job centers in and close to Portland (relatively higher salaries compared to the region). We know that most of the workers that fill Windham jobs are commuting from other towns away from the job centers described above.

The median household income for Windham in 2014 was \$64,329. A family making 80% of that amount would need a home price of \$171,544 to score a 1 on the index above. The median home price in Windham is \$204,200. Even though Windham scores as relatively affordable based on the median income, it is not considered affordable to a family making 80% of the median household income. It should be noted again that Windham is relatively more affordable than many communities in the region, and that a family making 80% of the median income can still find a home in Windham.

One of the recommendations below is to conduct a more formal housing market analysis to learn more about what it would take to make homes in Windham more affordable to those who work in Windham. It is interesting to note that the recommendations in the Economy chapter are approaching the same issue from the other side of the equation by recommending strategies that would raise the median income.

Seasonal Home Conversion

Conversion of seasonal homes is still happening in Windham, though for the most part it seems as though the peak of this phenomenon has passed. This was more of a planning consideration in previous comprehensive planning efforts. See the Population and Demographics chapter for more information on seasonal homes.

Need for Low and Moderate Income Family, Senior and Assisted Living Housing

Based on the responses to the Community Survey in 2014, comments received as part of the public outreach, and conversations with Westbrook Housing and Avesta Housing staff, there is a strong need for more senior housing in Windham. A small (24-unit) market rate age-restricted development of duplex buildings has started construction on Sandbar Road in the summer of 2016. This is the first dedicated senior housing built in Windham in ten years. The property being developed is included in the Retirement Community and Care Facility Overlay Zone to encourage development of senior housing, assisted living facilities, nursing homes and the like.

As noted several times in this chapter and also in the Economy chapter, Windham is part of a larger, Greater Portland housing and jobs market. Just as Windham relies on other communities for jobs for Windham residents, Windham relies on other communities to carry much of the supply of the affordable and senior housing needs. Just as there are benefits to a better local balance of jobs and housing, there are benefits for a community to provide more of its own affordable and senior housing units rather than shipping seniors to other Towns to live or relegating Windham workers to drive to communities farther afield to find lower cost homes that they can afford.

Local Regulations & Affordable or Workforce Housing

Windham has no requirements or incentives for the provision of affordable housing within the Land Use Ordinance. Based on the results of more formal housing market study and analysis, the Town should

enact minimum requirements as well as incentives to increase the availability of affordable housing so that we can realize the portion of the Vision Statement that says Windham will be a place for young families and seniors to find community, and to live the value that Windham is and should continue to be a place for people of all ages and economic means.

Goals & Suggested Strategies to Implement Goals

Goal 1: To encourage and promote adequate workforce housing to support the community's and region's economic development.

Strategy 1.a Create or continue to support a community affordable/workforce housing committee and/or regional affordable housing coalition.

Goal 2: To ensure that the land use controls encourage the development of quality affordable housing, including rental housing.

Strategy 2.a Maintain, enact or amend growth land area use regulations to increase density, decrease lot size, setbacks and road widths, or provide incentive such as density bonuses, to encourage the development of affordable/workforce housing.

Strategy 2.b Maintain, enact or amend ordinance to allow the addition of at least one accessory apartment per dwelling unit in growth areas, subject to site suitability.

Strategy 2.c Designate a location(s) in growth areas where mobile home parks are allowed pursuant to 30-A M.R.S.A. Section 4358(3)(m) and where manufactured housing is allowed pursuant to 30-A M.R.S.A. Section 4358(2).

Goal 3: To encourage and support the efforts of the regional housing coalitions in addressing affordable and workforce housing needs.

Strategy 3.a Support the efforts of local and regional housing coalitions in addressing affordable and workforce housing needs.

Strategy 3.b Seek to achieve a level of at least 10% of new residential development built or placed during the next decade be affordable.

Recreation, Parks & Open Space

State Goal: To promote and protect the availability of outdoor recreation opportunities for all Maine Citizens, including access to surface waters.

Conditions and Trends

Recreation Programs

There are many recreational programs available for Windham residents of all ages. Some of these programs are run through the Town's Department of Parks and Recreation while others are organized and run by private associations or clubs.

The following is a comprehensive list of programs and services offered through the Town's Parks and Recreation Department.

Pre-School Programs

-) Kiddie Gym
-) Kiddie and Me Zumba
-) Wednesdays in the Park
-) Children's Museum Special Events
-) Discount Tickets – Cross Insurance Arena Events (i.e. Disney on Ice)

Youth Programs

-) Summer Day Camp- Grades K-9
-) Vacation Week Activities
-) After School Enrichment Programs
-) Teen Early Release Day Programs
-) Multi-Week Ski Programs
-) Summer Track Program
-) Summer Tennis Program
-) Safety Programs – Babysitting and Home Alone Courses
-) Santa Hotline

Adult Programs

-) Open Gym Activities – Volleyball and Basketball
-) Indoor and Outdoor Pickleball
-) Men's Basketball League – Fall, Winter and Spring

Senior Programs

-) Weekly Shopping in North Windham
-) Bus trips on our vehicles to a number of venues in Greater Portland, Maine, Massachusetts & NH
-) Bus trips on charter buses with area recreation departments as a collaborative effort

Community Events

-) Winterfest
-) Father Daughter Dance
-) Mother Son Sports Night
-) S'mores and Skating Parties – Manchester Ice Rink and Chaffin Pond
-) Summerfest
-) Summer Concert Series at Dundee Park
-) Halloween Party
-) Community Tree Lighting

Services to the Community

-) Discount Tickets to regional attractions (i.e. Funtown, Aquaboggan, Ski Areas)
-) Dundee Park Season Passes
-) Reservation of Dundee Park and Town Hall Gym for Private Gatherings
-) Summer Lunch Program at Dundee Park
-) Nordic Ski Package Rental Program
-) Snow Shoe Loan Program
-) GPS Loan Program

Many of the recreational sports programs for youth and adults are offered through private programs organized and operated by Windham residents. Examples of youth sports organizations include soccer, basketball, and lacrosse. Windham Little League provides organized baseball and softball opportunities. All of these programs are successful and growing, as Windham's youth population increases.

Recreation Areas & Facilities

Unless otherwise noted, these properties are all owned and maintained by the Town of Windham. A map showing the location of each of these areas and facilities follows the descriptions below.

Donnabeth Lippman Park

This is a 123-acre park, which includes a 10-acre pond in North Windham commercial district. This was formerly a Portland Water District property, and was maintained in a natural state to protect the well heads used for a public water supply. The Town purchased the property in 2011 and was reimbursed for the cost by Martin Lippman, who requested the Park be named for his wife. The park contains several trails, including a loop around the pond. This park contains several types of natural habitats, which makes this an excellent spot for bird watching and enjoying nature. The access road was widened and a parking area was built in 2014, and that winter the Town plowed a small portion of the pond for informal skating and hockey use. A playground will be installed adjacent to the parking area in 2015. The park is open year round. No hunting is allowed.

It should be noted that a Master Plan for the development and improvement of Donnabeth Lippman Park was adopted by the Town Council in 2012 ([click here for the plan](#)). There were several public meetings and an online survey designed to solicit opinions on community needs and suggested uses that should be incorporated into this facility. Reviewing the input from the public process that was part of

the park Master Plan, residents seemed split on keeping the Park in more of a natural state with some additional amenities and creating a place for baseball and soccer playing fields. Based on the input received as part of this Comprehensive Plan, advocates for new field space may not have particularly cared where in Town the fields were, or what the environmental constraints of this property might be, as long as the Town was considering additional playing fields somewhere in Town. See “Facility and Service Needs” below, for more on the need for additional playing fields.

Dundee Park

This 20-acre park was purchased by the Town in 1966. The park is located on the shore of Dundee Pond, and has long been a popular local swimming and picnic area. This park contains the only public beach in the Town of Windham. Dundee Park has also become a regional summer destination, drawing families and buses full of daycare and summer camp children from surrounding towns. The park is open from Memorial Day through Labor Day. No hunting is allowed.

Lowell Preserve

This 308-acre property was gifted to the Town in 1999 with the stipulation that it be open to access and left in an undeveloped state. This large wooded property contains several miles of multi-use trails, which are cooperatively maintained with the Portland Chapter of the National Mountain Bike Association. This property abuts conservation land in Falmouth, and the trails are interconnected. This makes the associated trail network even larger and more valuable as a resource. The Preserve is open year round, and hunting is allowed in season.

Black Brook Preserve

This 105-acre preserve is a Windham Land Trust property located in Windham Center. There are access points to the property from Windham Center Road, which includes a parking area that can accommodate half a dozen cars, and from Gray Road (Route 302), with parking available across Gray Road on School Road at the Town Office. The several trails and all signage are maintained by the Windham Land Trust.

Gambo Road Complex

This 19-acre property is the Town’s playing field complex, located on the Presumpscot River and owned by the Portland Water District. The Town leases the property and has been developed by Windham Youth Soccer into a 6-8 field complex. The fields are accessed from Gambo Road. On Saturdays in the summer, this area is likely the busiest part of Town outside of North Windham with its summertime traffic. This facility is gated when not in use by Youth Soccer, though a hand carry boat launch has been approved at the far end of the existing parking lot. The site is also a popular access point for the Mountain Division Trail.

Town Hall Playground & East Windham Playground

Outside of school facilities, these are the only two playgrounds in Town. These playgrounds were both installed in 1999. They are both functional but aging and will be due for upgrades or replacement in the next several years.

Windham Skate Park

This facility was constructed in 1999 and located next to the Public Safety Building on Route 202 (Gray Road). This facility contains about ten ramps and a half pipe. Until the summer of 2013, the Town staffed the facility during operating hours. Since then the park has been an unsupervised facility. The skate park is open from April through October 31.

Town Office Gymnasium/Haskell Hall

This gym is a remnant of the days the Town Office building served as Windham's High School. It is used for senior exercise programs, for productions of the Windham Community Theater, and youth and adult basketball programs. It is also the venue for the annual Town Meeting every June. A stage with stage lighting and a small kitchen are part of this facility.

Manchester School Basketball Courts & Ice Rink

The two outdoor basketball courts located on the Manchester School property were repaved in 2013. Access to these courts are unrestricted in the summer. In the winter, the courts are flooded and used as a skating rink. A fire pit is established in the winter, as well. The facility is lit for evening use in both summer and winter.

Deer Hollow Sanctuary

This 16-acre sanctuary is accessed from Mount Hunger Shore Road, and includes shoreline on Lower Mud Pond. It is owned by the Town. There is a trail from the small parking area, large enough for 3-4 cars, down to the Pond. At the end of the trail, there is an observation platform suitable for viewing birds and other wildlife at Little Mud Pond. The trail is very wet in the spring, and the observation platform is not accessible without knee-high boots or waders. There is one large property between Deer Hollow Sanctuary and Donnabeth Lippman Park.

Otterbrook Sanctuary

This Town-owned property is 41-acres and consists of the open land that was created through the approval of the Otterbrook cluster subdivision. This subdivision is just off River Road and the open space is accessible via Otterbrook Drive. There is a single trail on this relatively long and skinny parcel. Given the limited hiking options and the absence of public parking, this property likely serves primarily as a local neighborhood resource.

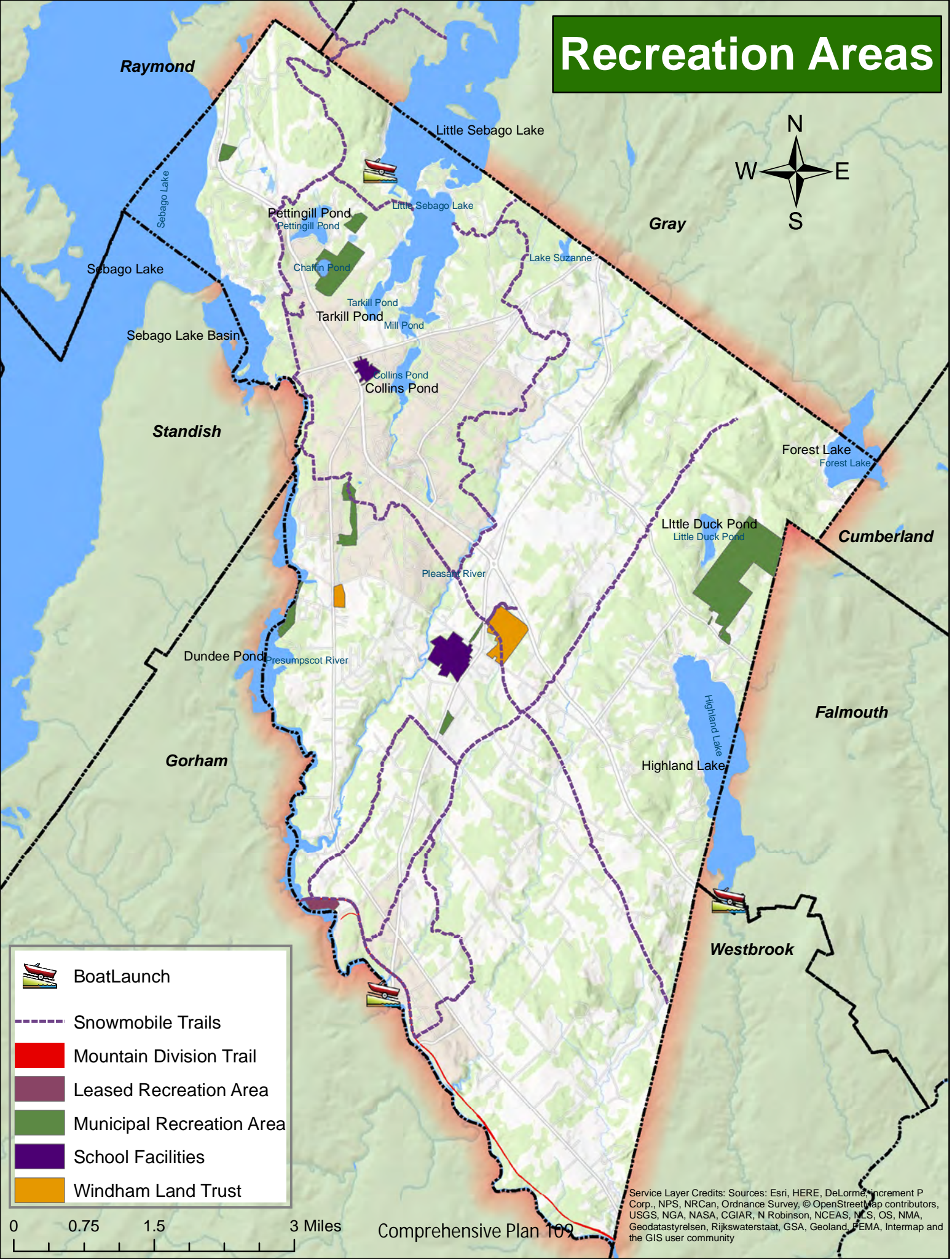
Pringle Wildlife Preserve

This 17-acre preserve is a Windham Land Trust Property located on the corner of Windham Center Road and River Road. There is a small parking area and an observation platform for viewing birds and wildlife at this corner of the property.

Claman Preserve

This 14-acre Town-owned Sanctuary is located on the eastern side of Route 302 in North Windham, just north of the Windham Assembly of God Church. There are no trails on the property and no parking available on the site. It is not uncommon to see cars parked on the shoulder of Route 302 over several weeks in the summer while people are picking blueberries at the while they are in season here.

Recreation Areas



Regional Facilities

Mountain Division Trail

This is a regional recreational asset, maintained by several towns within the state-owned Mountain Division Railroad right-of-way. After many years without active rail operations, the rail was removed and the trail was opened in 2002. The trail was paved by the state in 2009, from the Route 202 (Main Street) intersection in South Windham, through Gorham and into Standish. The trail continues south into Westbrook, but is not paved south of Route 202.

In 2014, MaineDOT conducted a count of walkers and cyclists using the trail on a Tuesday in August. This count was for two locations in Gorham, the closest station to Windham being the one just south of Shaw Park, on the Presumpscot River and close to the trail access in Windham on Gambo Road. The count showed a total of 90 southbound users, and 127 northbound users. Cyclists accounted for about 20% of the users. Peak usage hours were between 9-11 am, and 5-7pm. Usage can be much higher on summer weekends. The trail is open year round.

Snowmobile Trails

The local snowmobile club, the Windham Drifters, coordinates and maintains the trail network of about 47 miles on 14 major trails in Town. Most trail miles utilize existing utility corridor rights-of way. That being noted, there are many sections of trail that are located on private property, which must be authorized by land owners annually, and every year there are changes to the trails based on changing property ownership or changes in permission for access.

Boat Launches

There is one boat launch in Windham that can accommodate a trailered boat. This launch is owned and maintained by the State, and is located on Little Sebago Lake. It is accessed from Mount Hunger Shore Road.

There are several hand-carry launches in Windham, where one can park a car and carry a canoe or kayak to the water. These are primarily located on the Presumpscot River, and are provided by SAPPI or Florida Power and Light as part of federal dam relicensing requirements. One is located below the North Gorham Dam with access from Windham Center Road and is maintained by the Town and the other is located at the South Windham Fire Station on Main Street (Route 202). There are several other informal access points to the Presumpscot River and its impoundments which provide access for a canoe and kayak users.

It should be noted that there is a hand-carry launch in Falmouth for Highland Lake access, and at least two hand-carry launches in Gorham for access to the Presumpscot River.

List of Publicly Used Open Spaces

There are many access points to the Presumpscot and Pleasant Rivers, primarily at or near road crossings, where access is provided over private property. Rather than provide a complete list of crossings and property owners, selected examples include:

-) the “fishing park” access on the Presumpscot River at Route 35, owned by S.D. Warren, located just below the Eel Weir Dam (fly-fishing only),
-) the Route 302 crossing of the Pleasant River, owned by Charlie and Carol Hall (fly-fishing only), and
-) the Pope Road crossing of the Pleasant River, owned by Andrew and Deborah LaFleur (artificial lures only).

Significant hunting access on private property include land owned by Larry and Ann Clark on the Swett Road and Russell Hall on Walter Partridge Road. These spots are used as Inland Fisheries & Wildlife pheasant release sites for fall hunting opportunities.

In addition to the above types of public uses on private property, there are a number of landowners enrolled in property tax programs that incentivize the preservation of open space and assist commercial forestry and agricultural operations by lowering local property taxes. These programs are generally referred to as “current use tax programs” which allow adjustments to local property tax levels based on the current use of a property as opposed to the market value of a fully developed property. Please note that public access is not guaranteed through these programs, but the programs do encourage undeveloped properties to remain undeveloped, which provides scenic and environmental value, as well as preservation of Windham’s rural characteristics.

These programs are authorized through state law, and include:

-) Open Space. There is no minimum size for property to be enrolled in this program, but the property must provide public benefit, which is broadly defined in the law. The amount of property tax reduction is defined in the law, and increases based on critieria such as permanent protection as open space, “forever wild open space” limitations, and availability of public access. Through this program, land valuation can be reduced by 20% to as much as 95% of full valuation.
-) Tree Growth. This program is meant for commercial woodlots, as the property must have a forest management plan in place that is updated every 10 years. A property must be a minimum of 10 acres to be eligible. The amount of property tax reduction is set by the State Assessor for each region of the state based on wood type on the lot, each local assessor applies this rate locally.
-) Farmland. Land in this program must be at least 5 acres, and gross income from agricultural products must be at least \$2,000 annually. Eligible land can include pasture land, crop land, orchards, and more. The law provides guidelines for municipalities to use for reduced values per acre depending on the use, but it is up to each municipality to adopt their own values. Actual values can be higher or lower than state recommendations, but local assessors must justify the values that are chosen.

As of 2014, Windham had the following number of acres enrolled in each program:

-) Open Space: 402 acres

-) Tree Growth: 2,940
-) Farmland: 2,100
 - o Farm Forest Land: 1,047 acres
 - o Pasture Land: 811 acres
 - o Crop Land: 241

A map of these properties appears in the Agriculture and Forestry chapter.

Analysis

Adequacy of Existing Facilities

One measure of the adequacy of existing facilities is based on how much the Town pays to run and maintain the Parks & Recreation Department each year. The Parks & Recreation Department received Parks and Recreation Community Standards Report from the National Recreation and Park Association in 2014. The report does not present standards or recommendations for the number of basketball courts or playgrounds based on population, for example, as presented in the 2003 Comprehensive Plan. Rather this report provides very broad data categories that compare Windham with national medians and with median data for communities with a population density of less than 500 people per square mile.

The Community Standards Report looks at expenditures both per acre of park & recreation areas and per capita. By either measure, Windham is far below national median expenditures, and still low but better when compared other “low density” communities around the country. It also looks at revenue generated by parks and recreation programming and entrance fees. In Windham, revenues come primarily from summer day camp fees and entrance fees to Dundee Park. Looking at revenue as a percent of expenditures, Windham seems to compare favorably, but this is in large part due to the relatively low expenditure levels compared to the more nationally comparable revenues.

Facility & Service Needs

Existing Facilities

The Parks and Recreation Department completed a Facility Summary dated July 2012, which identifies necessary improvements to existing facilities to improve access and user experiences. The inventory includes all of the Town owned properties and facilities listed in the Conditions section above. Recommendations relate to parking needs, trail improvements, and replacement/upgrade recommendations for equipment and amenities.

New Facilities

The public input received at the outset of this planning process gave shape to community needs that are not being met through current facilities.

For several years, members of Windham’s youth sports communities have been expressing a desire for more outdoor field space. These community members are involved with Youth Soccer, Lacrosse and others, including Little League. As the community has grown over the years and the number of people

participating in youth sports has grown, the number of playing fields has not. This has led to crowding and scheduling conflicts among these groups. There is a need for an outdoor athletic facility independent of the schools, because the schools must prioritize scheduling for student athlete needs, must limit use during times of potential damage to the turf facilities and take into consideration liability and insurance issues. Examples of comparable facilities in the region include Twin Brooks in Cumberland and the Wainright Fields in South Portland.

Another major need rose to the top of several group's priorities was for a Community/Recreation Center. There has been a long identified need for a senior center which would serve social and recreation needs. High School students noted that there was no place for them to go after school for social, recreation, and academic needs. Youth sports volunteers noted that there is a need for more municipal indoor recreation space beyond the single basketball court at the Town Office Gym. A well-conceived and well-located Community/Recreation center could meet the needs of all of these groups.

Status of Publicly Used/Private Owned Areas and Facilities

None of the access noted above for snowmobile trails, hunting or fishing access is guaranteed. The Clark Farm property is currently for sale and the continued use of this property for hunting is not certain.

Water Access Needs

The following Great Ponds (defined by the State as 10 or more acres of surface area) are entirely or partially within the Town and have no public access:

-) Collins Pond – 42 acres
-) Little Duck Pond – 43 acres
-) Forest Lake – 198 acres
-) Pettingill Pond – 42 acres
-) Sebago Lake – approximately 30,000 acres, no public access in Windham
-) Highland Lake – 640 acres, no public access in Windham

Goals & Suggested Strategies to Implement Goals

Goal 1: To maintain/upgrade existing recreational facilities as necessary to meet current and future needs.

Strategy 1.a Develop a Recreation and Open Space plan to meet current and future needs. Assign a committee or community official to explore ways of addressing the identified needs and/or implementing the policies and strategies outlined in the plan.

Note: The 2012 Facility Summary identifies needs and required maintenance for existing facilities. This should be used as a starting point for a Recreation and Open Space plan which would take a more comprehensive look at new recreation facilities and how to identify and prioritize land for to be preserved for environmental, scenic, cultural/historic, or agricultural and forestry purposes.

Strategy 1.b Work with public and private partners to extend and maintain a network of trails for motorized and non-motorized uses. Connect with regional trail systems where possible.

Note: Coordination is ongoing for trails like the snowmobile network. However, the Town should examine how it might be possible to connect parks, recreation facilities, and conserved land with bike lanes or off-road trails as appropriate.

Strategy 1.c Prioritize the build-out of Donnabeth Lippman Park per the Master Plan.

Goal 2: To preserve Open Space for Recreational use as appropriate.

Strategy 2.a Identifying land for preservation should be included as part of the Recreation and Open Space Plan suggested in Strategy 1.1.

Strategy 2.b Work with an existing local land trust or other conservation organizations to pursue opportunities to protect important open space or recreational land.

Strategy 2.c Provide educational materials regarding the benefits and protections for landowners allowing public recreational access on their property. At a minimum this will include information on Maine's landowner liability law regarding recreational or harvesting use, Title 14, M.R.S.A. §159-A.

Goal 3: To seek to achieve or continue to maintain at least one major point of public access to major water bodies for boating, fishing and swimming and work with nearby property owners to address concerns.

Strategy 3.a Use the list of water bodies identified in the "Water Access Needs" section of this chapter as a starting point to prioritize proactive Town efforts related to additional public access

Strategy 3.b Work with land trusts, lake associations, and landowners to establish new access points to Windham's lakes and ponds. See Strategy 2.2. above.

Goal 4: Build new facilities to serve an expanding demand and a growing population.

Strategy 4.a Build a Community/Recreation Center. Note that this effort required to determine the size, services, and facilities of such a Center may or may not be part of a Recreation and Open Space Plan.

Strategy 4.b Identify and obtain land in order to build an Outdoor Field complex as part of a Recreation and Open Space Plan.

Strategy 4.c Build more playgrounds within walking distance of existing neighborhoods. This can be implemented through the subdivision process, or through the Recreation Capital Plan for properties identified in a Recreation and Open Space Plan.

Goal 5: Preserve open spaces, forests, and agricultural lands important to the residents of Windham.

Strategy 5.a Develop a Recreation and Open Space Plan to further detail and prioritize recreation needs and to create a framework for evaluating land *to be preserved for environmental, scenic, cultural/historic, or agricultural and forestry purposes.*

Strategy 5.b Establish a program for the preservation of land important to the people of Windham, similar to the state’s “Land for Maine’s Future” program, in order to contribute to the conservation of high priority conservation lands, establish points for public access to water and preserve agricultural land. This program should receive funds from the Town every budget cycle.

Strategy 5.c Maximize property tax reduction programs to the full extent allowed by state law to encourage and incentivize the private provision of open space, forested lands, and agricultural operations.

Transportation

State Goal:

To Plan for, finance and develop an efficient system of public facilities and services to accommodate anticipated growth and economic development.

Conditions and Trends:

Windham's pattern of growth over the past several decades has evolved around the automobile. It is the primary means of travel for most Windham residents. Windham is situated just west of the Maine Turnpike and approximately 10 miles from downtown Portland, and acts as a gateway to the lakes region. Routes 202 and 302 provide north/south access, and Routes 115 and 35 provide access to the east and west.

Traffic is continually identified as the most significant issue in Windham. A busy east-west corridor connecting Maine's Lakes Region and the White Mountains of New Hampshire, Route 302 is without a doubt the most significant traffic issue in Windham. However despite these challenges, and in fact because of the volume of passing traffic, commercial development continues to locate along Route 302 and traffic on local roads is increasing.

Commuting Data

The majority of Windham residents commute outside of town for work. About a quarter of Windham's workforce actually works in Town, with about half working in the Greater Portland area including Portland, South Portland, Scarborough, Westbrook and Falmouth. The remaining quarter of the workforce travels to remaining areas of the County, and to a smaller degree, other areas of the state. This information is from the American Community Survey, which provides an estimate for the period 2009-2013. As such, the numbers are subject to estimation and error. The broad level picture provided by this data is quite interesting and has implications on how to consider Windham in the regional transportation network.

Table 8 - Where Windham Residents Work (2013 Estimate)

Location	Estimated Employment	%
Portland	2,527	28%
Windham	2,226	24%
Westbrook	778	9%
South Portland	772	8%
Falmouth	346	4%
Scarborough	315	3%
Remaining County	1,256	14%
In Maine, out of County	814	9%
Out of State	79	1%
TOTAL	9,113	

Figures 1 & 2, below, provided by the U.S. Census Bureau's *On the Map* web tool, show commuter patterns in Windham in 2004 and 2014. The dark green arrow on the left is an estimate of commuter inflow, or the approximate number of people who commute to work in Windham but live somewhere else; the circular arrow in the center estimates the number of people who live and work in Windham; and lastly, the light green arrow on the right estimates commuter outflow, or the number of people who live in Windham and commute elsewhere for work.

Figure 16 – Commuting Pattern, 2004



Figure 17 - Commuting Pattern, 2014



The Road System

This section examines the functionality and capacity of the town's roadway system. Existing road conditions, crash data, and traffic volumes are analyzed in order to identify specific transportation issues, and develop strategies to address these issues in the future.

Federal Functional Classifications

Some roads are intended to access residential neighborhoods and individual properties, while others are intended to carry traffic through a region. Others serve both roles to greater or lesser degrees. The MaineDOT's functional classification of roads is the process by which public roads and highways are grouped into classes according to the type and level of service they are intended to provide. Under this system, roads fall into one of three general categories: arterials, collector roads, and local roads.

Arterials provide through travel between major traffic generators (large cities, recreational areas) that have 10,000-30,000 vehicles per day, and are designed for higher travel speeds and fewer intersections. These roads form connected routes throughout the state that primarily serve longer distance and interstate traffic. Arterials are further divided between principal and minor arterial roads. In Windham, Route 302 is considered a principal arterial by Maine Department of Transportation.

Collector roads are characterized by more moderate travel speeds; serve distances between smaller urban centers, villages, or neighborhoods, collecting traffic from local roads and connecting it to arterials. They are divided between urban and rural roads and see traffic between 2,000 to 8,000 vehicles per day. Some examples of collectors in Windham are Windham Center Road, Falmouth Road and River Road. Collectors are also subdivided into major and minor categories.

Local roads provide direct access to residential neighborhoods, local businesses, agricultural properties and timberlands. Volumes typically range from less than one-hundred to possibly thousands of vehicles per day. Roads not classified as arterials or collectors are considered local roads.

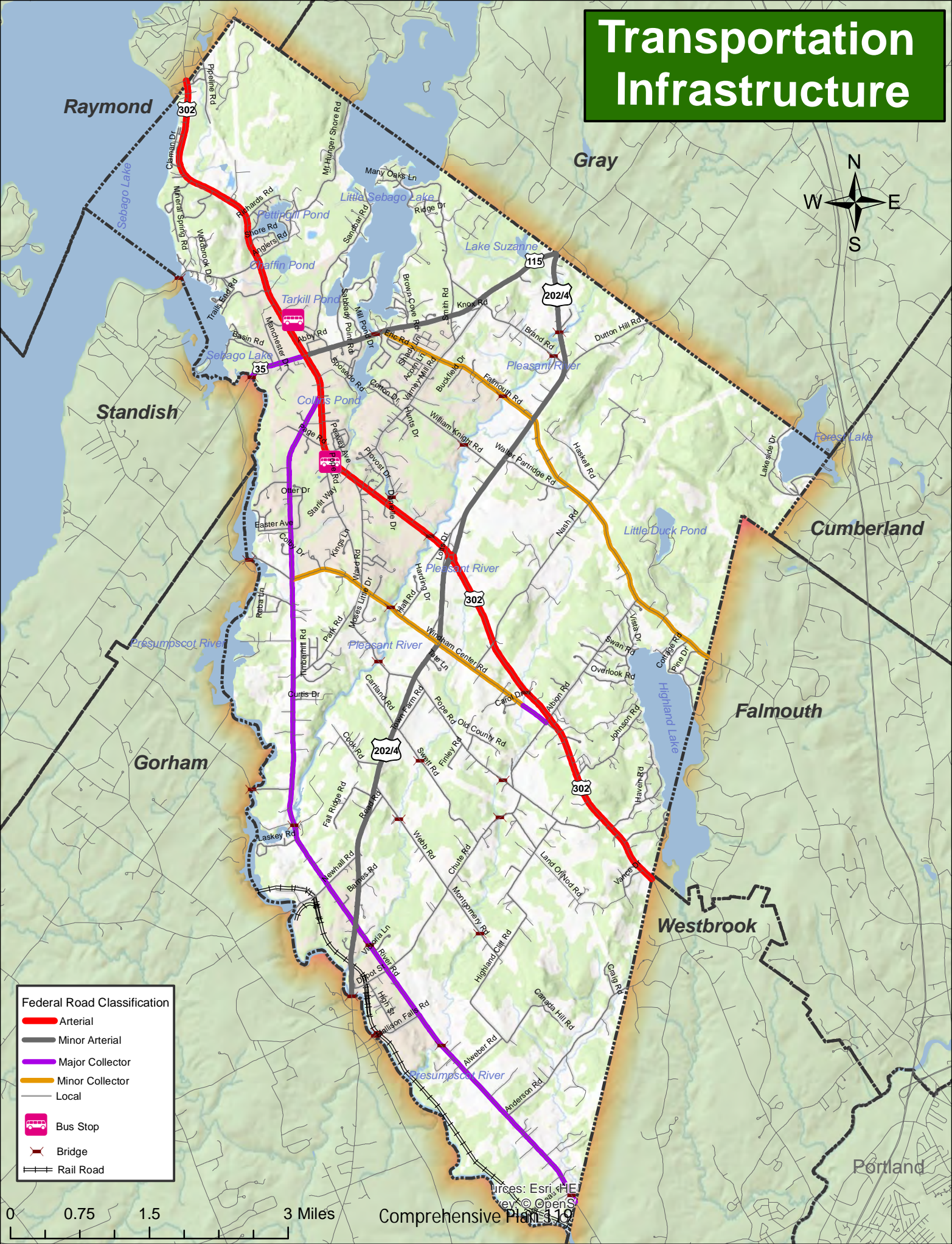
See the Transportation Infrastructure map on the following page which shows the Federal Functional Classification for Windham roadways.

Highway Corridor Priority Measures and Customer Service Levels

Another way MaineDOT classifies roads is by road priority level. With limited funds, MaineDOT uses Highway Corridor Priority Measures as a framework to prioritize its many programs and projects. There are two aspects to the program- Highway Corridor Priorities and Customer Service Levels. The MaineDOT has classified all 23,400 miles of Maine public highways into six priority levels, with the interstate characterized as a priority 1 and local roads as priority 6. Priority 1 roads include all interstates and key arterials, such as Route 302, and priority 6 are local roads. Windham has 10.66 miles of priority 1 roadway (Route 302), 8.81 of priority 2, 13.51 miles of priority 3, 8.59 of priority 5, and 102.19 of priority 6 local roads.

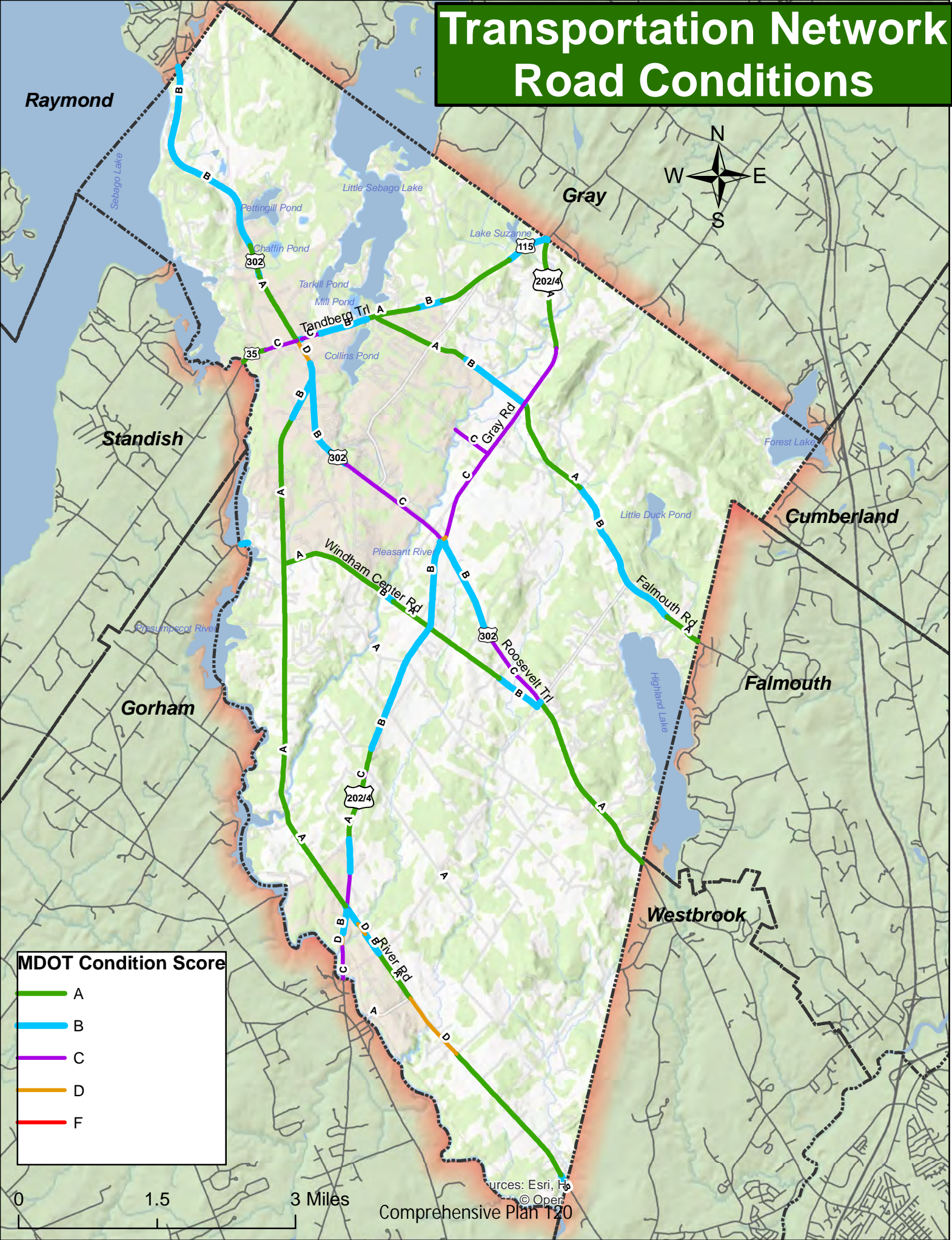
Customer Service Levels uses customer-focused engineering measures to track highway (1) Safety, (2) Condition and (3) Serviceability, and grades them similar to a report card (A – F). Sections of Gray Road, River Road, Albion Road and Route 302 have been given a D or lower related to issues such as ride quality, roadway strength, and pavement width. The Customer Service level can be found in on the Road Conditions map on the following pages.

Transportation Infrastructure



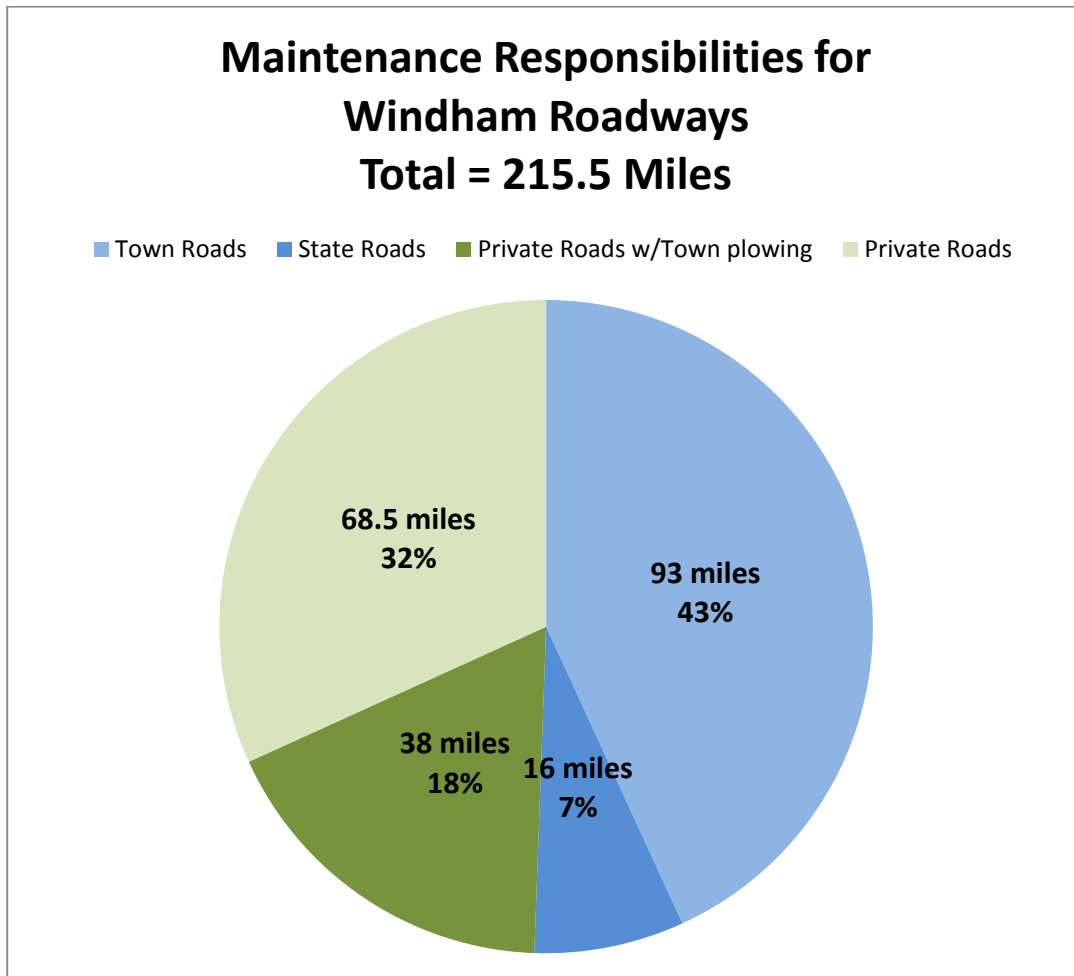
Transportation Network

Road Conditions

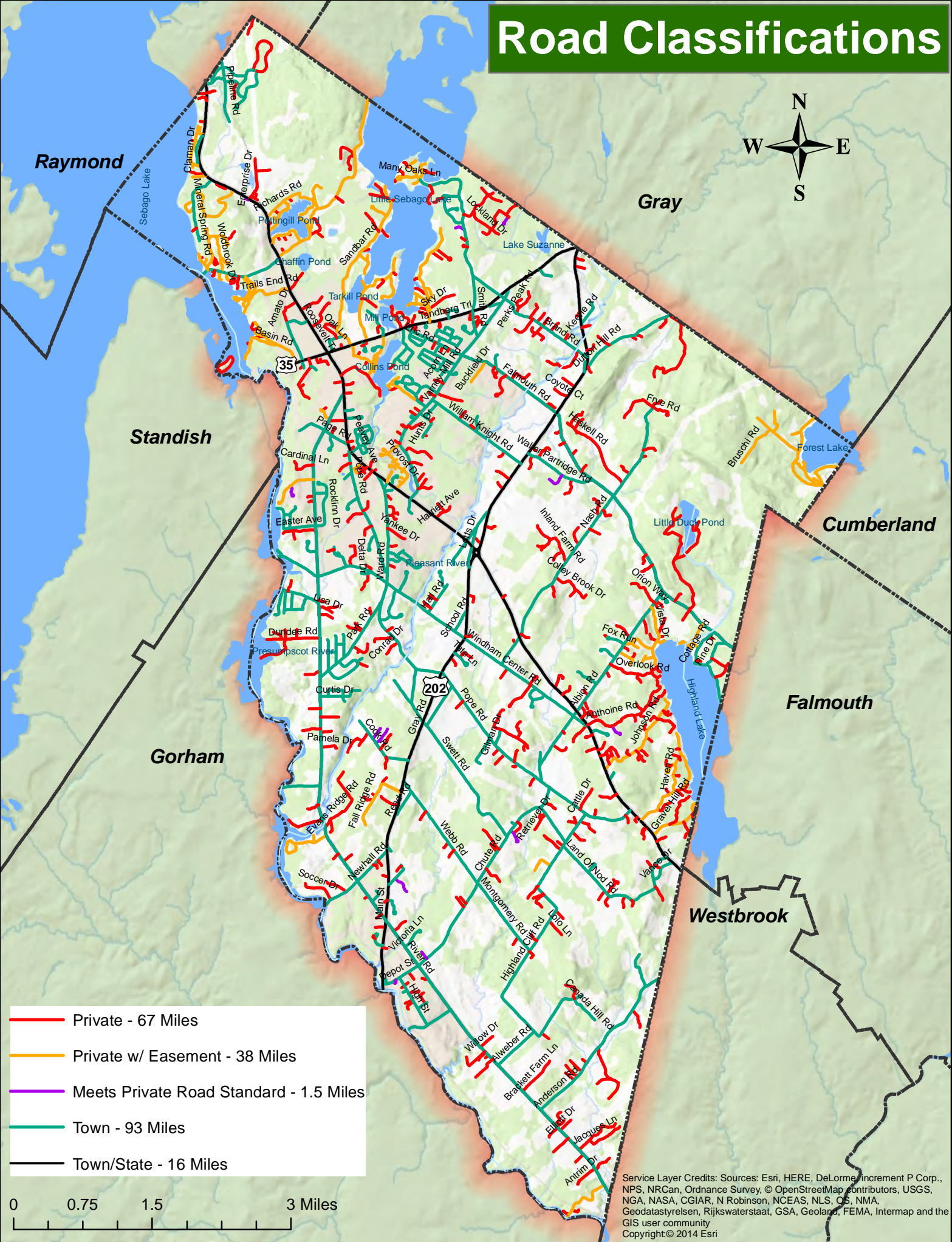


Ownership/ Town Maintenance responsibilities

Roads in Windham can also be looked at from the standpoint of who is responsible for maintaining them. Maintenance of the road network is a shared responsibility among the state Department of Transportation, the Town, and private associations. State highways form a system of connected routes throughout the state that primarily serve intra- and interstate traffic. The State is responsible for year round maintenance on most state highways. As of the end of 2015, there were about 215.5 miles of roadways in Windham. The chart below breaks down the types of public and private roads in Windham, and the map that follows shows where these roads are in the community.



Road Classifications



Private Roads

As noted above, private roads make up a significant proportion of the miles in the Town's road network. Private roads make up almost 50% of the miles in the network. Traditionally, when people thought of private roads in Windham, they were thinking of roads that provided access to the lakes and ponds, roads like Sandbar Road, Johnson Road, Anthoine Road, Brown Cove Road, and Anglers Road. In more recent years, people are probably just as likely to think of the relatively newer private roads that serve residential developments, both large (like James Way, Cross Ridge Road, Fall Ridge Road) and small (like Cajun Court, Delta Drive, Cardinal Lane and many others). Because the Town did not have Private Road standards in place for developers and property owners to use when constructing roads until 2009, not all of these roads are capable of providing access for emergency vehicles during times when snow removal is an issue or during times of the year when the road is soft or wet. Further, some roads may be adequate for a small number of homes and lower traffic levels, but these roads may be subject to additional development in the future through extensions of the road or even along the existing length of road.

As the number of private roads continues to grow, and more specifically, the number of homes that are located on private roads continues to grow, it will become more and more urgent over time to address what kind of upgrades to roads will be required as the number of homes on these roads exceeds the structural capacity of the road and the ability of homeowners' associations to maintain them. Just as importantly, the Town must make some decisions about how and where this private road growth in the community is occurring.

Traffic Volumes

Traffic count data is a major factor in evaluating traffic characteristics of a community. In particular, this information can assist with the ultimate prioritization of roadway maintenance. Although traffic volumes can be expressed in a number of ways, average annual daily traffic (AADT) is the most common. This measure is released regularly by MaineDOT, and is an estimate generated by a sample of day-long counts at specific locations and factored with automatic traffic counters in other locations around the state. Unfortunately, AADT does not give a measure of the amount of seasonal fluctuations in the amount of traffic, a significant issue along Route 302. Not surprisingly, the highest traffic volumes occur in North Windham adjacent to Tandberg Trail and continue north to the Raymond town line. A map of this data can be reviewed on the Transportation Infrastructure Map that follows.

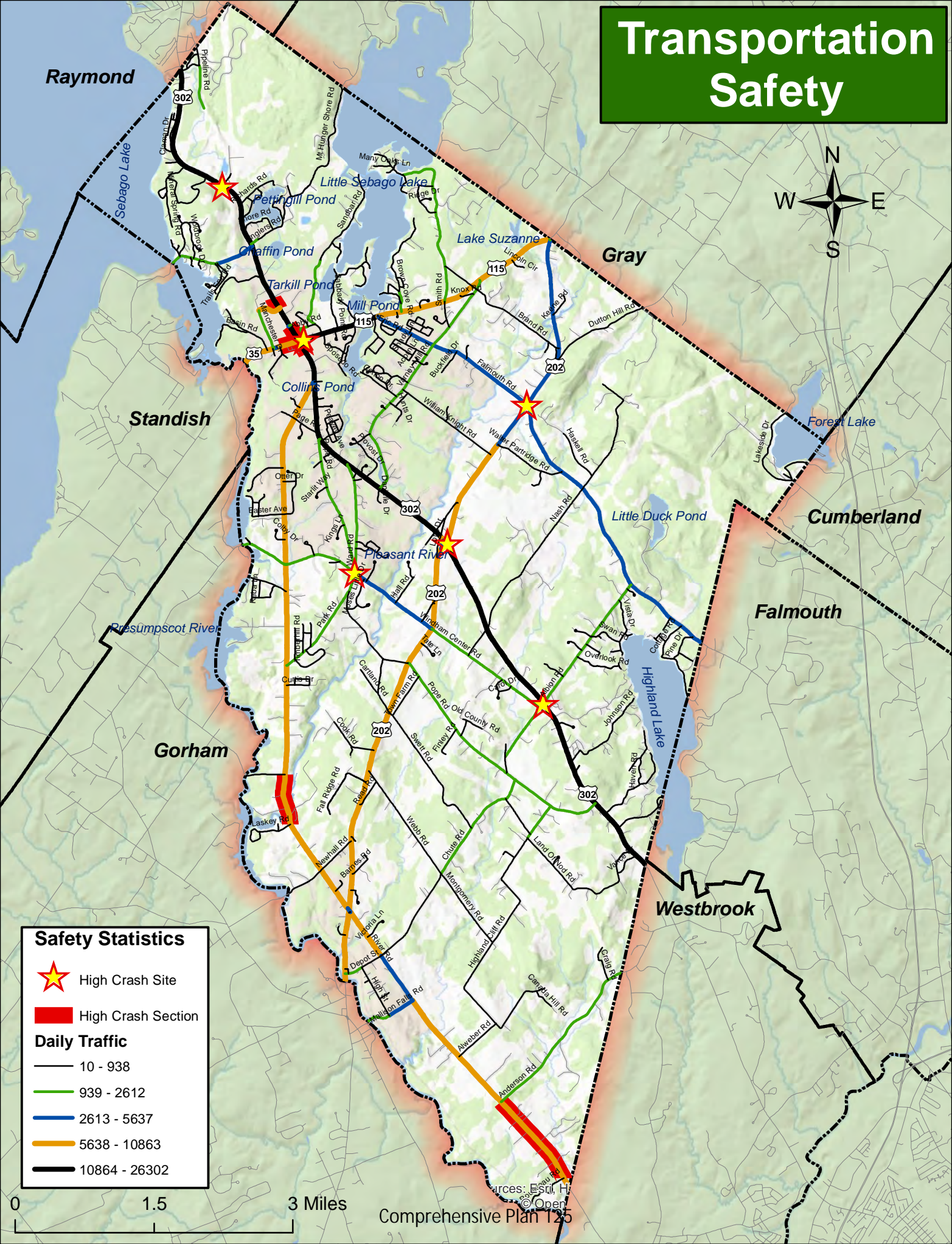
Crash Data

The state keeps track of crashes around the state and designates the highest priority locations from a safety perspective as "high crash locations." High crash locations are designated by considering both the number of crashes, as well as the Critical Rate Factor (CRF). A CRF is a statistical measure used to determine the "expected crash rate" as compared to similar intersections throughout the State of Maine. A measure of 1.00 represents a typical intersection, a measure lower than that represents a safer than typical intersection, and a measure higher than that represents a less safe intersection. A High Crash Location (HCL) is defined by MaineDOT as a location that has had eight or more traffic crashes and a CRF greater than 1.00 measured over a three-year period. Windham's high crash locations are noted below for the three year period ending in 2014.

Location	# Crashes (2014)	Critical Rate Factor (CRF)
<i>Intersections:</i>		
Route 302 @Enterprise Drive	11	1.7
Intersection Route 115/302	35	2.09
Windham Ctr Road/ Ward	8	4.04
Route 302/Rotary/Gray Rd	29	5.44
Falmouth Rd/Gray Rd	16	4.28
Route 302/Albion Rd.	10	1.87
<i>Segments:</i>		
Route 302 (Landing to Franklin)	13	1.15
Route 302-N of Tandberg Trl.	35	2.09
Tandberg Trl West of Route 302	13	1.78
Route 302-South of Tandberg Trl.	40	2.99
River Road btwn Laskey and Covered Bridge	16	1.49
River Road-Rouseau to Anderson	26	1.09

Please note that this crash data is also shown on the Transportation Infrastructure Map on the following page.

Transportation Safety



State Road Projects

The MaineDOT Work Plan outlines the work that the department plans to perform over the next three years. The Work Plan is calendar year-based and includes all MaineDOT work activities. Projects and activities listed for Calendar Year 2016 are more firmly funded and tied to definite schedules, while those for Calendar Years 2017 and 2018 may be more subject to change. The following is a list of projects within the town that are identified in the MaineDOT work plan 2016-2018.

Planned Capital and Maintenance Work 2016-2018				
Work Plan Year: 2016				
Municipalities(s): Gray, Windham				
Asset(s): Route 202				
Description: Beginning 0.40 of a mile south of Lotts Drive in Windham and extending easterly 7.42 miles.				
ID 018802.00	Scope of Work Highway Preservation Paving	Highway Corridor Varies	Priority	Estimated Funding \$2,680,000
Work Plan Year: 2016				
Municipalities(s): Windham				
Asset(s): Route 302				
Description: Municipal Partnership Initiative. Located at the intersection of Route 302, Anglers Road and Whites Bridge Road.				
ID 020282.04	Scope of Work Highway Safety and Spot Improvements	Highway Corridor	Priority 1	Estimated Funding \$1,200,000
Work Plan Year: 2017/18				
Municipalities(s): Westbrook, Windham				
Asset(s): Mountain Division				
Description: Bicycle/Ped rail trail along the Mountain Division Corridor from Route 202 in Windham to Bridge Street in Westbrook.				
ID 019425.00	Scope of Work Bicycle/Pedestrian	Highway Corridor	Priority N/A	Estimated Funding \$150,000
Work Plan Year: 2017/18				
Municipalities(s): Standish, Windham				
Asset(s): Route 35				
Description: Beginning 0.02 of a mile east of Middle Jam Road in Standish and extending easterly 1.00 mile.				
ID 022520.00	Scope of Work Highway Preservation Paving	Highway Corridor	Priority 3	Estimated Funding \$300,000
Work Plan Year: 2017/18				
Municipalities(s): Windham				
Asset(s): Route 35				
Description: Beginning at the Standish town line and extending northeast 0.34 of a mile. -PACTS Sponsored.				
ID 020802.00	Scope of Work Highway Preservation Paving	Highway Corridor	Priority Varies	Estimated Funding \$378,000
Work Plan Year: 2017/18				
Municipalities(s): Windham				
Asset(s): River Road				
Description: Beginning at Windham - Westbrook town line and extending northerly 3.07 miles.				
ID 011219.20	Scope of Work Highway Rehabilitation	Highway Corridor	Priority 3	Estimated Funding \$4,399,000

Town Road Projects

Windham does a pavement condition rating survey of Town roads every three years. Maintenance paving is scheduled based on this information. Recent projects include the repaving of Albion Road between Falmouth Road and Route 302 and Dutton Hill Road from Route 302 to the town line with Gray.

The Town has utilized the MaineDOT's Municipal Partnership Initiative (MPI) program for larger more expensive projects like the rebuilding of Falmouth Road and the Anglers Road/Whites Bridge Road intersection project. This allows the Town to share project costs with the State. DEP grant funds were received for the installation of a box culvert on the Falmouth Road project. Box culverts make it easier for fish and other aquatic life to pass through the culvert than more traditional round designs. In addition, the state estimates that 80% of Maine's terrestrial vertebrate wildlife species use riparian areas sometime during their life cycle, so box culverts can provide vitally important connections for many land animals as well as fish. It is not uncommon for traditional culverts to present barriers to fish and wildlife movement due to factors like undersized structures, or culverts that create a "waterfall" type situation. These are called perched or hanging culverts and they might be able to pass water under the road but block fish and wildlife.

The Town of Windham has several projects queued up for 2017-2020. These include major improvements to Smith Road and Nash Road as well as paving the gravel surface roads Hall Road and Brand Road. PACTS awarded Windham construction funds to Windham for sidewalk construction on Route 35 (Tandberg Trail) from Basin Road to Boody's Corner (Route 302 and Route 35/115 intersection). These projects are expected to be in the \$5-6 million range.

Bridges

According to data received from MaineDOT there are 24 bridges in Windham. Most are under the authority of MaineDOT, one is owned and maintained by the railroad, and several are characterized as maintained by the municipality. Table X below lists the condition and ownership responsibility for each bridge. Most of the bridges are in satisfactory to excellent condition (received a rating of 6 or above). Bridges with ratings 5 or below on at least one of their three elements (deck, superstructure, and substructure) at the time of this inventory include: Varney's, Babbs, Great Falls #2, Loveitt, Doles Anderson, Popeville, and Carrol Lamb. These bridges are all the responsibility of MaineDOT.

No.	Bridge Name	Year Built	Owner	Bridge Condition			
				Deck	Super Str.	Sub St.	Culvert
0233	Montgomery Rd.	1997	MDOT	N	N	N	8
0234	JONES	1955	Municipal	6	6	6	N
0254	BRAND	1997	Municipal	7	7	8	N
0256	Varney Mill	1995	Municipal	8	8	8	N
0257	Varney's	1965	MDOT	3	6	6	N

0300	Chute Rd.	1996	Municipal	N	N	N	7
0302	Black Brook	2007	Municipal	N	N	N	7
0359	Underpass	1973	Railroad	N	N	7	N
1009	Babb's	1976	MDOT	6	6	5	N
1529	Great Falls #2	1970	MDOT	6	7	5	N
2264	EEL Weir	1987	MDOT	7	7	7	N
2315	Glanz	1946	MDOT	N	N	N	6
2676	Pleasant River	1989	MDOT	N	N	N	6
2787	South Windham	2005	MDOT	8	8	8	N
2939	Whites	1922	MDOT	6	6	6	N
2998	Narrows	1959	MDOT	6	6	7	N
3018	Loveitt	1947	MDOT	5	7	6	N
3059	Lokhorn	2000	MDOT	N	N	N	8
3857	Whites	2010	MDOT	8	8	8	N
5061	Doles	1930	MDOT	5	5	6	N
5298	Anderson	1950	MDOT	5	6	6	N
5742	Popeville	1957	MDOT	6	6	5	N
5821	Madison Falls	1969	MDOT	7	6	6	N
5879	Carrol Lamb	1962	MDOT	N	N	N	5
6243	Black Brook Bridge	1972	MDOT	N	N	N	7
6386	Pope Rd.	1996	Municipal	N	N	N	7

Alternative Modes

This section outlines existing modes of transportation other than the automobile such as bicycle lanes, sidewalks, and transit options. Both MaineDOT and the Town of Windham have adopted a Complete Streets Policy relative to road construction and maintenance to help increase access for all users. A copy of Windham's policy can be reviewed in Appendix E.

Regional Transportation Program (RTP)

The Lakes Region Explorer is operated by the Regional Transportation Program (RTP) and began service in November of 2013. The bus recently transitioned to a new schedule and now makes four round trips per day (Monday-Friday) from Bridgton to Portland along Route 302. The bus stops at several locations along the route, and includes at least one stop per community. As part of the expansion, each Lakes Region community along the route now contributes roughly \$10,000 annually to help fund the service.



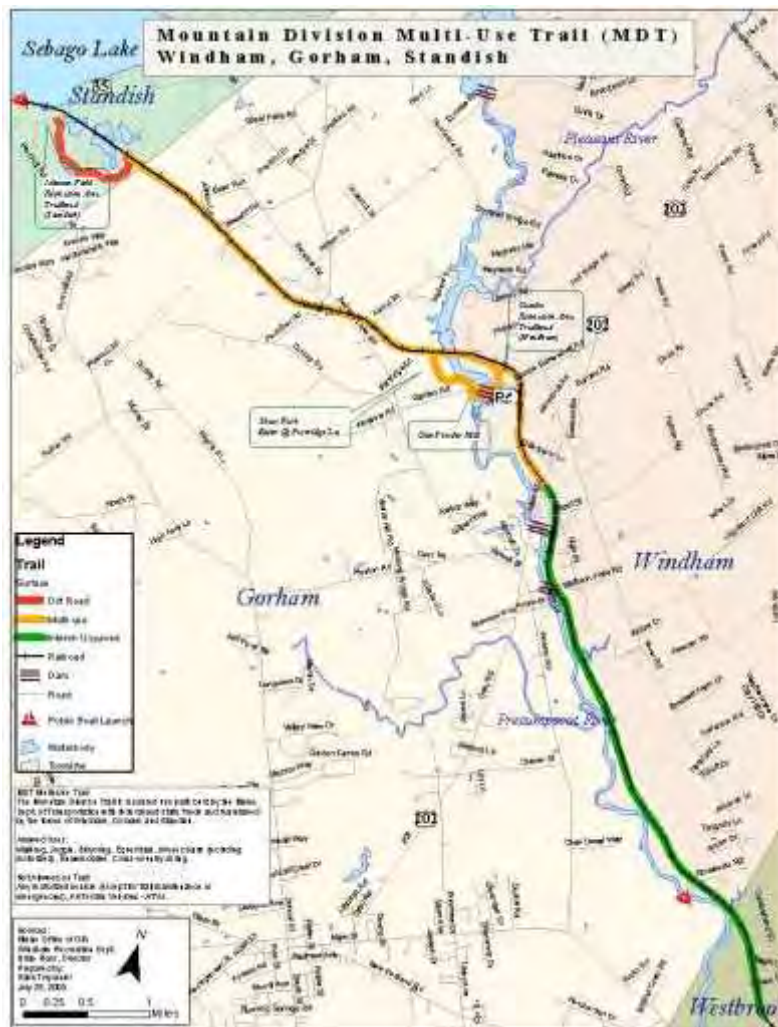
In addition to the Lakes Region Explorer, RTP also provides low-cost, curb-to-curb transportation service to the elderly, social service agency clients, the economically disadvantaged, and persons with disabilities in the study corridor and Cumberland County. According to its website, RTP consists of a fleet of 34+ lift equipped buses and vans, 45 agency certified drivers, and over 50 volunteer drivers. RTP serves over 4,500 people across Cumberland County each year and provides more than 1,000 rides a day. In 2010, RTP provided over 153,000 trips via bus, van volunteers, and family drivers.

In Windham, the Senior Transportation Program (STP) also coordinates and reimburses volunteer drivers for seniors who need rides in the northern portion of the Lakes Region. STP is based in Bridgton, and Bridgton clients tend to dominate the request for rides. In 2007, it was estimated that 70,000 miles would be driven as part of STP's program.

Mountain Division Rail

The Mountain Division Railroad Restoration Project is an ongoing initiative led by MaineDOT, the Route 113 Corridor Committee, and local communities to restore freight rail service from Portland to Fryeburg (a distance of 45 miles), with the potential for future passenger rail expansion. The State of Maine bought the Fryeburg to Windham portion in 1997, and in 2011, MaineDOT completed rehabilitation efforts on a four-mile section of track extending from Westbrook to South Windham. The Department then continued its efforts in early 2012 by applying for a Tiger III federal grant to fund the restoration of

a 22-mile section of track connecting South Windham to Baldwin (passing through Gorham and Standish along the way). The grant request was ultimately denied, but MaineDOT may apply for future grant opportunities as they become available. If funded, the project would reestablish a direct rail connection from Southwestern Maine to the Port of Portland and open up new opportunities for emerging markets in the region. In particular, the project could provide freight rail access to an \$80 million industrial wood pellet facility slated for development in West Baldwin. A map of the Maine segment is below. The Town should continue to follow developments related to the reinstallation of rail infrastructure within the existing Mountain Division right-of-way closely, in order to ensure that the existing multi-use trail is not lost, as this is a valued recreational asset within the Town.



Bicycle and Pedestrian Facilities

Windham's bicycle and pedestrian networks are limited. Current challenges include an incomplete sidewalk network, a lack of crosswalks and sufficient pedestrian crossing signals, large expanses of parking lots (especially along Route 302 in North Windham), a lack of safe bicycle routes and racks.

Existing sidewalks are primary located in North Windham, Windham Center, and South Windham neighborhoods.

In South Windham, sidewalks of varying condition link to existing sidewalks in Gorham, and provide access to commercial areas. In North Windham, sidewalks extend along both sides of Route 302 with some consistency, but locating pedestrian crossings is still challenging due to the sheer volume of traffic in the area and the lane configuration. In Windham Center, home to the Town Office, library, skate park and RSU 14 School Complex, there is limited sidewalk and shoulder infrastructure of varying condition. Following a similar effort by MaineDOT, the town recently adopted a Complete Streets Policy that requires the town to consider bicycle pedestrian facilities as part of any transportation project. In 2012, GPCOG completed maps documenting existing sidewalks in both Windham Center and North Windham. These maps can be reviewed below.

There are no designated bike lanes in Windham. Routes 302 and 202 are still popular for biking with paved shoulders adequate for biking. A shoulder widening project was completed on Windham Center Road from the RSU School campus to River Road to improve access adjacent to the school and other community assets in Windham Center. The Mountain Division Trail also provides a five mile paved trail that's connects Standish, Windham and Gorham and allows access to bicycles.

Transportation Demand Management Possibilities

Transportation Demand Management (TDM) is looking at solving traffic problems not from the transportation facility supply side, like building new roads or travel lanes on existing roads, but by trying to manage or reduce the demand for transportation facilities particularly in the busiest times of the day. Car or van pooling, provision of bus services, working with major employers to adjust start times or times of shift changes to avoid peak periods are all examples of TDM techniques.

Opportunities to use TDM in Windham are relatively limited. As noted in the Economy chapter, Windham's major employers are the schools and the Correctional Center. Changing residential development patterns and increasing the density of jobs in North Windham will increase the effectiveness of the Lakes Region Explorer to take trips off the main roads. Working with the largest regional employers like Unum or Maine Medical Center in Portland might pay regional benefits to getting those commuters out of traditional rush hour traffic times.

Figure 18 - North Windham Sidewalk Inventory, 2012

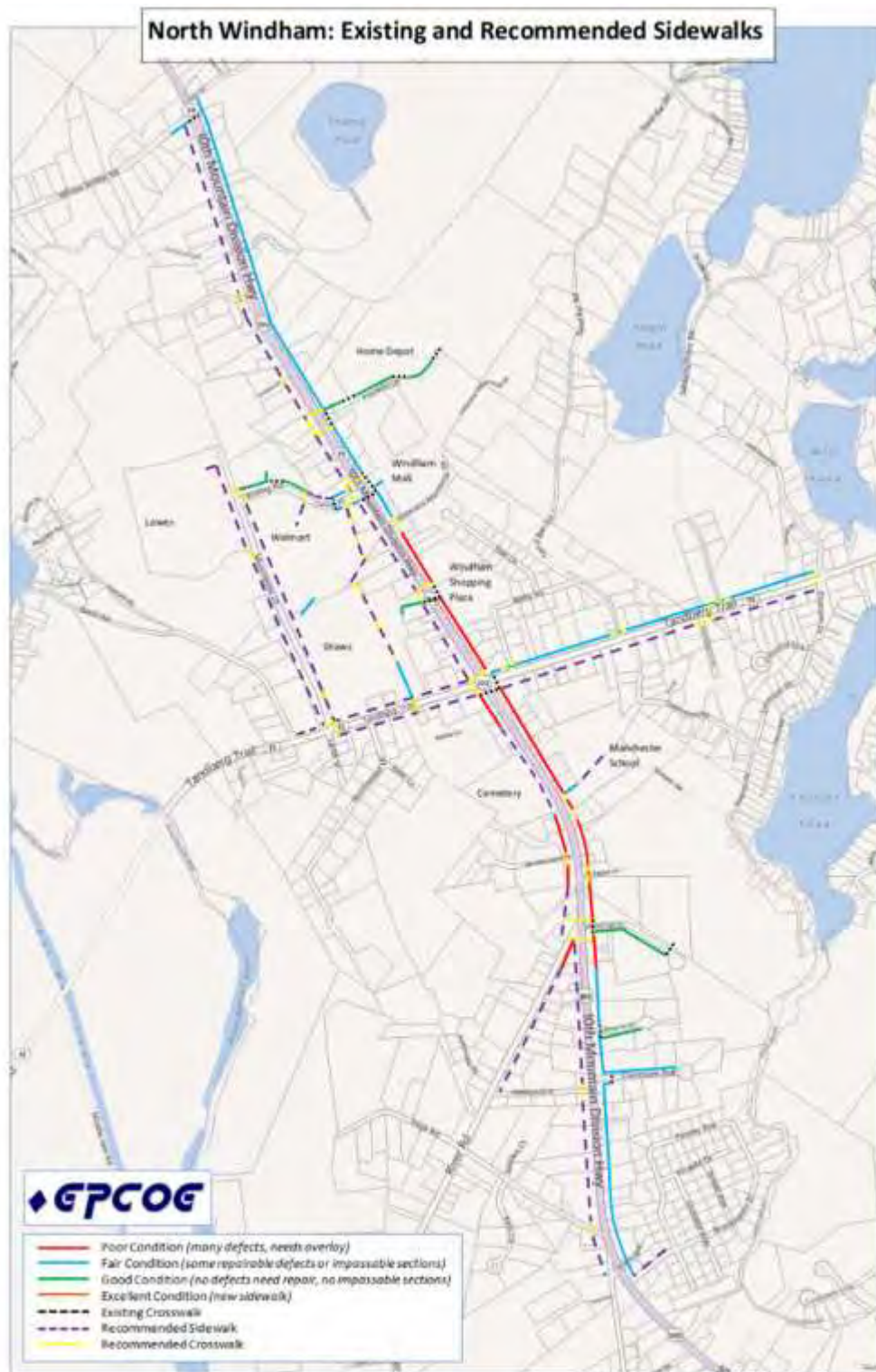
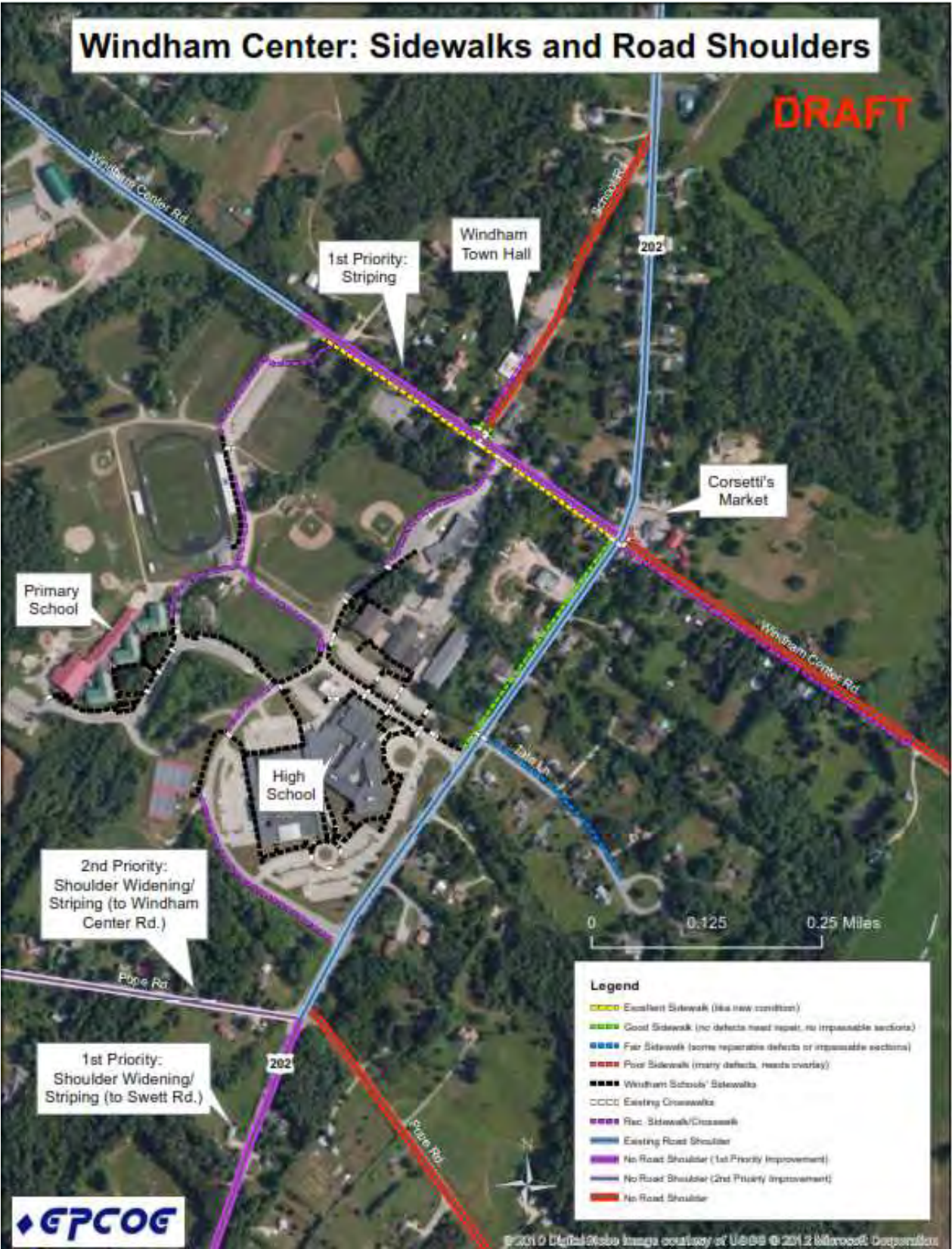


Figure 19 - Windham Center Sidewalk Inventory, 2012



Parking

The town has no municipal parking facilities. On street parking is only allowed in the South Windham Village area. Most vehicle parking facilities are associated with commercial development occurs along the commercial areas of North Windham where retail development attracts people from neighboring communities. Due to minimum parking requirements, there is no shortage of parking spaces in North Windham. In fact, the current regulatory structure will make it difficult for the Town to meet its community development and economic development goals due to the large amount of on-site parking required of private land developers.

The current parking standards allow for shared access but do not incentivize the concept, resulting in little interest from developers. Similarly, shared parking is allowed if a developer can provide a parking plan from a licensed engineer, an expensive undertaking. Without the type of land pressure found in more urban environment, these strategies will not be pursued without more aggressive incentives from the town.

Access Management

The MaineDOT has developed standard for access management aimed at preserving highway capacity and promoting safety. The state's access management program is intended to provide safer access to land development while conserving the ability of a highway to move traffic safely and efficiently. Access management is particularly important for major roadways, such as Route 302, which experience higher volumes of traffic and are regionally significant. For planning purposes, a permit is required prior to the commencement of construction, alteration, or removal of any portion of an access within the state highway. Permits are reviewed based on factors such as sight distance, spacing between driveways, and corner clearance. More information on MaineDOT's access management rules can be found [here](#).

The town recently updated their site plan and subdivision ordinances with numerous access management requirements such as an allowable number of curb cuts, site distance requirements, curbcut spacing, and corner clearances. These efforts have been implemented in order to address existing concerns with preserving the capacity of the most heavily traveled roads in Windham.

Analysis

With the automobile as the primary form of transportation for most Windham residents, it is not surprising that in the town's 2014 Community Survey, traffic issues ranked as one of the most significant concerns among residents. In particular, many longtime residents expressed concern about increased traffic congestion along Route 302 in North Windham resulting from decades of auto centric commercial development. Route 302 serves dual roles as both a commercial center for Windham, and a regional transportation corridor providing access to the Lakes Region and New Hampshire.

Local and Regional Planning Efforts

Local Planning – Route 302 North and 21st Century Plan

In response to these issues, the town has embarked on two major planning efforts in recent years. These efforts have focused on traffic and land use patterns along different segments of Route 302. In 2011, the North Route 302 Corridor Plan was completed, focusing on capacity and safety issues along

Route 302 from Whites Bridge Road to the Mineral Springs Road/Assembly of God Church area. The plan includes strategies and recommendations to increase safety and reduce delays such as access management, restriping and realignment, transportation demand management (TDM), and reconfiguring the lanes within the existing pavement width, including the installation of a two-way center turn lane in locations north of the Whites Bridge Road/Anglers Road intersection with Roosevelt Trail.

In 2013, the town adopted the 21st Century Downtown Plan for North Windham. This plan is intended to help leverage and promote growth in a way that improves the sense of place along North Windham's Route 302 commercial corridor. The plan advocates for a suburban downtown that introduces new street networks to establish new neighborhoods around the existing commercial area, increasing residential density, open space, and multimodal opportunities in this neighborhood. Ultimately, the plan envisions Roosevelt Trail will balance the needs of people passing through North Windham as well as people traveling to North Windham as a destination for the many goods and services there. It calls for the consideration of all modes of travel, including cars, public transit, pedestrians and bicyclists in order to accommodate existing and future development.

Regional Planning – GPCOG and PACTS

On a regional scale, Windham was part of the Route 302 Multimodal Corridor Management Plan completed by GPCOG for MaineDOT in 2013. This regional planning effort was focused on an element of transportation—the mobility corridor—and its relationship with cities and towns that have jurisdiction over land use and private development trends. Once again, North Windham's commercial area was identified as the most significant traffic issue along the corridor, with impacts that affect the functionality of the entire corridor. The plan included recommendations similar to the other plans identified in the previous paragraphs such as amending land use regulations to enhance the street network, implement access management strategies, and adopt a complete street policy. The town is currently working towards implementing these recommendations and recently adopted a local Complete Streets Policy.

The Portland Area Comprehensive Transportation Committee (PACTS) was designated in 1975 as the Metropolitan Planning Organization (MPO) for Greater Portland, serving 18 municipalities including Windham, as well as seven public transportation providers, MaineDOT, Federal Highway Administration (FHWA), the Federal Transit Administration (FTA), the Maine Turnpike Authority, and both the Greater Portland Council of Governments (GPCOG) and Southern Maine Planning and Development Commission (SMPDC). PACTS conducts numerous transportation studies within the region, including long-range transportation plans.

The federal government established these entities in all urbanized areas of the country in order to improve the coordination of transportation planning and investment decisions by state, municipalities and public transportation organizations.

Destination 2040, PACTS' long term Regional Transportation Plan was approved in 2016. It provides a vision for the region's transportation network and includes a broad range of multi-modal projects and programs to meet current and future growth and development. The Vision for the Region in 2040

...is to provide a safe, fully developed, and well maintained multi-modal means of travel for all people and goods as efficiently and cost effectively as possible. The transportation system will be coordinated with land-use decisions promoting compact livable development that preserves community character while retaining open and natural spaces, which enhance the natural and human environments. These are the policies and values of the PACTS communities and members.

The goals established in the plan are to maintain a regional focus, enable economic development, maintain and improve mobility, safety & accessibility, integrate energy conservation, strengthen the land use and transportation connection, and protect environmental quality. Some of the recommendations from that plan have been incorporated into this chapter.

PACTS shares the responsibility with the Maine Department of Transportation (MaineDOT) for the programming of all capital improvement projects funded with federal funds in the PACTS Capital Management Area. These funds come from the Federal Transit and Federal Highway Administrations (FTA and FHWA). Programming is the decision to fund a project for design, construction or operation. It is up to MaineDOT, transit providers and municipalities to implement programming decisions.

Bicycle Pedestrian Networks

As noted in the Conditions section, the existing bicycle and pedestrian networks in Windham have numerous gaps. There are many examples of sidewalks missing crucial links and inadequate crosswalks and bike lanes in the Town's built up areas. However, the town is moving forward to improve these issues and create a more cohesive bicycle pedestrian network. In recent years, the Greater Portland Council of Governments (GPCOG) conducted a sidewalk analysis of both the North Windham and Windham Center areas. North Windham includes the town's largest commercial area, and Windham Center is home to both the Town Hall and the elementary and high schools. Although both assessments identify many gaps in the networks and recommend potential infrastructure upgrades for sidewalks and shoulders, there is potential to build a stronger network for bicycle and pedestrian access.

Additionally, there are also opportunities for potential off-road connections for cyclists and people who want to walk or jog. Trails along existing utility corridors could be improved or even paved to provide the type of opportunities enjoyed by users of the Mountain Division Trail described above. Overhead electrical and separate buried oil and natural gas pipeline corridors all traverse Windham in a north/south direction. These corridors are in close proximity in the North Windham area and generally run parallel with Route 302 on the western side of that road until they cross in the vicinity of Enterprise Drive. Overhead electrical transmission lines run from just north of Forest Lake on the Gray town line to just north of South Windham Village, roughly in a northeast/southwest direction.

Parking

The site plan ordinance requires the number of spaces typically seen for most suburban communities and includes few incentives to seek more efficient or innovative approaches to meeting its parking needs, beyond allowing the options for shared parking between different uses on a single property and off-site parking arrangements between uses on abutting properties. Currently, the planning board has the ability to waive the required number of parking spaces but without regulatory incentives outlined in the ordinance, the request for a waiver is rarely requested. One of the goals of the 21st Century Plan is to reduce the overall number of parking spaces in North Windham in order to both reduce the stormwater impacts associated with parking as well as to provide property owners with the option of having more land available for development, landscaping or other uses.

Transit

The town is currently served by both the Lakes Region Bus and Regional Transportation Program (RTP). The Lakes Region Bus is a fixed route, fixed schedule commuter bus, while RTP provides on-call rides from homes and other distributed points, called paratransit service, to eligible people living in, or visiting, the Greater Portland area that are prevented by a disability from utilizing fixed-route bus service. Windham is not part of the Metro service area, which currently serves the adjacent town of Westbrook along Route 302. A map of the Lakes Region Bus route shown on page 10 of this Chapter.

Local Road Design Regulations

There are three sections in the Land Use Ordinance dictate how new roads in Windham are built. These are Section 500 - Performance Standards, Section 900 – Traffic Conditions and Streets, and Appendix B – Street Design and Construction Standards tables. It includes minimum site distance requirements, access design standards, and general construction standards such as surface type, minimum right-of-way width, and required sidewalk and shoulder widths. Major and minor private roads do not require sidewalks, and only a two foot shoulder width. These standards also dictate hammerhead and cul-de-sac designs.

Performance standards for Streets in Section 500 establish the standards for Private Roads that are built outside of subdivision review. There are also standards for Controlled Access Streets, of which only Manchester Drive is identified, requiring all curb cuts on this street to be spaced at least 300 feet from the nearest curb cut. Standards for Curb Cuts and Driveway Openings details the number and width of curb cuts allowed per property, depending on the zoning district.

The Traffic Conditions and Streets standards in Section 900 of the ordinance apply to Public and Private Roads constructed as part of a subdivision. Subdivision Review does give the Planning Board the authority to require a reserved right-of-way to abutting undeveloped properties. There is also a requirement for additional connectivity requirements for subdivisions that have more than 30 lots or dwelling units. Building local street networks based on connectivity requirements or maximum dead end street length standards has proven to be ineffective, as developers have resisted connectivity by dividing land so that development does not abut reserved rights-of-way or large undeveloped properties, and most development occurs lot by lot or in subdivisions of less than 30 dwelling units.

Both of these sections detail the requirements for design considerations such as access control, sight distance requirements, turn-around requirements, the number of homes that can be served by dead-end streets. The subdivision street standards also allow the Planning Board to require a dedicated right-of-way for future connectivity to undeveloped abutting properties.

The tables in Appendix B of the Land Use Ordinance detail the construction specifics for building new roads and streets, including things like the depth of gravels, thickness of pavement, and travel lane and shoulder width requirements for different classifications of roadway.

Goals & Suggested Strategies to Implement Goals:

Goal 1: To safely and efficiently preserve or improve the transportation system.

Strategy 1.a Implement recommendations from 21st Century Plan including construction of sidewalks, crosswalks, intersection improvements and access management program in the Roosevelt Trail and Tandberg Trail rights of way.

Strategy 1.b Implement recommendations to encourage the buildout of a local street network in North Windham in order to encourage more walking between homes and businesses in the area and to allow more vehicular trips to take place without having to use the existing Routes 302, 115 or 35.

Strategy 1.c Work with local businesses and property owners to modify driveway locations that are unsafe or unnecessarily contribute vehicle turning movements in the corridor.

Strategy 1.d Additional planning for the Windham Center and South Windham Village areas should be undertaken using an approach that considers future land use goals, similar to the 21st Century Downtown Plan for North Windham.

Strategy 1.e Maintain, enact, or amend local ordinances as appropriate to address or avoid conflicts with the policy objective of the Sensible Transportation Act (23 M.R.S.A Sec. 73), state access management regulation pursuant to 23 M.R.S.A Sec. 704, and state traffic permitting regulations for large developments pursuant to 23 M.R.S.A. Sec. 704-A.

Strategy 1.f Maintain, enact or amend ordinance standards for subdivisions and for public and private roads as appropriate to foster transportation-efficient growth patterns and provide for future street and transit connections. This includes stronger requirements for connectivity, especially in the Town's growth areas.

Goal 2: To promote public health, protect natural and cultural resources, and enhance livability by managing land use in ways that maximize the efficiency of the transportation system and minimize increases in vehicle miles traveled.

Strategy 2.a Develop a Town-wide Bicycle and Pedestrian Plan to address issues presented in the built-up and more rural parts of Windham. This plan should view the transportation system benefits and recreational benefits of walking and bicycling.

Strategy 2.b Sidewalks should be constructed on both sides of Roosevelt Trail/Route 302 and along Tandberg Trail/Route 35.

Strategy 2.c Amend ordinances to require the construction of sidewalks or the equivalent impact fee for all new roads constructed or reconstructed in Growth Areas. Sidewalks should be provided on both sides and crosswalks should be installed at all intersection locations.

Strategy 2.d Continue support of the grassroots WALC (Windham Active Lifestyles Coalition) group working with GPCOG and Bicycle Coalition of Maine.

Strategy 2.e Upgrade existing signalized intersections with crosswalks, ADA ramps, and pedestrian signals so that pedestrians can cross all approaches.

Goal 3: To prioritize community and regional needs associated with safe, efficient, and optimal use of transportation systems.

Strategy 3.a Create and continue to update a prioritized improvement, maintenance, and repair plan for the community's transportation network.

Strategy 3.b Continue to participate on regional planning projects and coordination with PACTS and the Greater Portland Council of Governments.

Strategy 3.c Identify high-crash locations outside of the planning areas associated with the 21st Century Plan and the Route 302 North Plan, and proactively coordinate with MaineDOT or PACTS on addressing the most serious safety issues.

Goal 4: To meet the diverse transportation needs of residents (including children, the elderly and disabled) and through travelers by promoting a safe, efficient, and adequate transportation network for all types of users (motor vehicles, pedestrians, bicyclists).

Strategy 4.a Develop procedures to implement the Complete Streets Policy adopted by the Town Council in 2014.

Goal 5: Address the challenge that continued development along private roads presents to the provision of Town services for residents who live on these roads.

Public Facilities & Services

This Chapter will inventory the municipal facilities and public services available to Windham residents, whether they are provided by the Town, a public utility like the Portland Water District, or a private company like Pine Tree Waste or Time Warner Cable or Fairpoint Communications.

Conditions and Trends

Municipal Buildings

The following is a complete list of Town buildings with only a summary of their current conditions and recommended facility improvements. Much of these summaries are excerpted from the *Municipal Facilities Space Needs Study and Master Plan (2014)* by SMRT. That study was conducted to assess current and future maintenance needs for each structure, but also to assess the adequacy of the buildings to meet the demands of the programs and services they currently provide and will likely provide in the future. Also note that much greater detail on municipal buildings and facilities can be found in the 2003 Comprehensive Plan, along with recommendations from that time based on the *Facilities Assessment and Space Needs Analysis (1998)* by Mooney Engineers.

Public Works

This 9,600 square foot building is located on a 27 acre site on Windham Center Road next to the Pleasant River, and serves as the Public Works garage, the RSU 14 garage, and houses the administrative space for the Town's Public Works Department. It was built in 1980, with additions in 1982, 1985, and the most recent addition of a space by the RSU for meeting space, an office and restroom facilities for bus drivers in 2014. Based on the SMRT report, this facility is the least able to meet the requirements of the department it was built for, and in making a recommendation for a new facility, SMRT summarizes "there are no viable options to meet the current or future space needs of the public works department in the current facility" (p. 21, Municipal Facilities Study).

The Town Council and town staff are currently reviewing a preliminary plan to construct a new facility for the Windham Public Works and RSU 14 bus garage and parking programs to be located up the hill on the same property, where the leaf and brush drop off is currently located. Pending further internal review, this item could go to Windham voters in November 2015 for funding.

Public Safety

The Public Safety Building is the home of the Windham Police Department, the central Fire/Rescue station and most of the Fire Department's administrative functions. This building was built in 1989 and is about 16,890 square feet. Overall, the Police Department occupies 7,220 square feet, and the Fire/Rescue Department occupies 7,475 square feet. The SMRT report states that based on current staffing levels and functions, the Police Department should occupy about 14,185 square feet of space, which is just about twice as much space as the Department actually occupies in the Public Safety Building, and based on Central Fire/Rescue Station function, this Department should have 12,111 square feet available, rather than the 7,475 square feet currently occupied. SMRT's recommendation is to have the entire building turned over to one department or the other, with a new facility constructed to house the other department on that property or the Town owned land at the Roosevelt Trail.

South Windham Fire Station

This station is a shared station with Gorham. The property this building is on is located between the Presumpscot River and Main Street, near the Main and Depot Street intersections in South Windham. It is the oldest fire station in town, as well as the smallest. A wooden shed-style addition was added to the back of this brick building in 2003 in order to accommodate larger modern fire/rescue apparatus.

At Town Meeting in 2015, a bond measure was approved to purchase a building on the L.C. Andrews property in South Windham in order to repurpose and renovate the building for a new fire station that would replace the existing South Windham Station.

North Windham Fire Station

The North Windham Fire Station is located in North Windham on Roosevelt Trail across from the Manchester School. This Quonset-hut style building was built in 1973 and also has a small office that serves as a police sub-station. In 2015, sleeping quarters were added for fire/rescue staff. According to the SMRT report, it is the only fire station that has adequate space for the purpose the building serves, but it needs renovations to efficiently meet those purposes.

East Windham Fire Station

This station was built in 1993, and is the newest fire station in Windham. It is located on Falmouth Road, on the same property as a playground and the Little League field. Parking for the Lowell Preserve trail system is also located on this property. It contains the largest meeting space available to the Fire/Rescue Department, and is used by the public on a regular basis. In 2013, solar panels were installed on the roof of this station, which produces enough energy to offset the electrical usage of both the East Windham and North Windham fire stations combined.

Public Library

The Library is located in Windham Center, between the Town Office building and the RSU School Campus. The building is about 8,790 square feet, on two stories. The two story portion of the library was built in 1992. Based on the SMRT report, an effort has started in 2015 to reconfigure the space within the existing building to better serve the public.

Town Office and Community Center

The Town's administrative departments (Town Manager's Office, Town Clerk, Tax Collection), as well as the departments focused on land use (Assessing, Planning, Code Enforcement) and the Parks & Recreation Department are located at the Town Office at 8 School Road. The Executive Director of the WEDC also has an office in Town Hall, and there are three conference rooms as well as the Town Council Chambers that are used by Town staff and members of the public on a regular basis. The original building was built in 1910, as the Town's high school. Subsequent additions, like the gymnasium (1920s) and the flat roofed annex (1950s) were built over the years as part of the academic use of the building. The gym includes an elevated stage and a kitchen. The gym space, dedicated as Haskell Hall in 1986 in honor of former Councilor Harold Haskell, is used as community and recreation league gym space, community theatre events, and for large format meetings, including the Town's Annual Meeting each June. The building received a major interior renovation in 2007.

Facilities Space Needs Study & Property Assessment Report

The *Property Condition Assessment Report* by Oak Point Associates completed in 2013 focused on the current conditions of the Town's buildings and made recommendations on maintenance priorities. This report looked at each Town building for current maintenance, building code and accessibility issues. It has been a useful guide for the Buildings & Grounds crew when prioritizing maintenance on individual municipal buildings and for programming larger building improvements that are incorporated into capital planning.

The SMRT *Municipal Facilities Space Needs Study and Master Plan* conducted in 2014 looked beyond the physical condition of each structure and made assessments on how well the buildings allowed Town programs to carry out their current and likely future functions. It included discussion of identified deficiencies at each facility and suggested options for each building that included the rearrangement of space and functions within buildings along with suggested building additions and new facilities where appropriate.

The Town Council discussed the recommendations of the SMRT report at their Council meetings on September 30, 2014, and January 20, 2015. There was no vote on the prioritization of SMRT's recommendations, but there was consensus on both the options the Town should pursue for each building and the order in which building improvements should be made. These decisions represent the basis of a municipal facilities capital plan.

Public Services

Public Water & Sewer

The Portland Water District is the provider of public water services as well as municipal sewer services. The public water source for the PWD is Sebago Lake. The sanitary sewer service area is limited to the South Windham Village area. These lines convey sewage across the Presumpscot River to Gorham, where sewer mains convey the sewage to the PWD wastewater treatment plant on Bridge Street in Westbrook. Please see Map X-X for the extent of water mains and fire hydrants as well as the sanitary sewer service area in South Windham.

The RSU school campus has its own wastewater treatment system that has extra capacity when school is out for the summer. In fact, septage from private septic systems that is pumped from other locations in Windham is brought to this system to keep it functioning properly over the summer, and other extended periods of low usage.

The need for a municipal sewer system in North Windham has long been debated. The Town voted down a borrowing referendum for a sewer system project for North Windham in 2012 that would have collected wastewater from a defined area of North Windham and conveyed it through a new main down Route 302 into the existing Westbrook treatment facility. The estimated cost of that proposal was almost \$40 million.

Despite that vote, the environmental concerns of relying on private septic systems remain, as well as the economic development and community development goals that cannot fully be realized without some

type of managed wastewater solution for North Windham. The Town Council created a Wastewater Management Planning Advisory Committee in early 2014 to study the range of alternatives that lay between the extremes of the existing private subsurface wastewater disposal systems currently used throughout North Windham and the large conveyance system that was rejected at the polls. A summary report representing the first part of that group's work was presented to the Council in late 2014. That committee recommended a closer look at clustered wastewater disposal system technologies as well as developing ordinances and standards for advanced treatment of wastewater in North Windham. The work of that committee continues along these lines.

Natural Gas

Maine Natural Gas is the supplier of natural gas service for residential and commercial customers in Windham. Most properties in the North Windham Commercial district have access to natural gas.

Trash & Recycling

For many years, the Town has contracted with the private company Pine Tree Waste for pick up of residential trash and recyclables. As a member community of Ecomaine, all residential garbage and recyclable materials are brought to the Ecomaine Facility. The trash removal service is financed through a "pay per throw" program where residents purchase municipal trash bags at the Town Office or the grocery stores in town. Pine Tree will only pick up trash in these bags. The result is that the more trash a household produces, the more bags that household must purchase to dispose of it.

According to the latest report on recycling rates from 2011, the state calculates Windham's recycling rate at 49.56%, relative to a state goal of 50%.

Stormwater Management

Windham is a regulated community under the federal Municipal Sewer and Stormwater System (MS4) program. Much of Windham is regulated based on the extent of the Urbanized Area, which gets mapped based on population density and was last updated as a result of the 2010 Census. These areas include much of South Windham, the areas in the vicinity of Highland Lake, and much of North Windham. Please see Map X-X for a map showing the designated urban area. All development projects over one acre in size within the area that meet the program thresholds must have stormwater systems that comply with the program.

An audit of the Town's compliance with the regulations was conducted by the Maine DEP in early 2016. The Town scored very favorably but did conduct some additional inventory work on stormwater outfalls within public rights-of-way as a result. Another result of these requirements and reporting requirements was that Windham and Gorham together hired a Stormwater Coordinator in 2016, to manage procedures and documentation requirements to comply with these regulations.

Power and Communications

Three-phase power is currently available in the commercial and industrial areas of the community. Extension of three-phase power is not considered to be a priority for the Town to encourage development in appropriate areas.

As noted in the Economy Chapter, the provision of 1 gigabit plus high-speed broadband internet is a priority for North Windham specifically, and conversations with St. Joseph's College and neighboring communities are ongoing.

Emergency Response System

The Town contracts out dispatch services for police and fire/rescue services through Cumberland County. The transition from local dispatch to the regional system took place in 2010. The transition was undertaken as a cost savings measure, and after the initial transition period, this arrangement is providing an adequate level of service.

Health Care

Apart from the numerous private health care offices in Windham, including doctors, dentists, chiropractors, and mental health professionals, Windham is served by a Mercy Express Care Facility located at the Rotary for Routes 302 and 202. Mercy Express Care opened in 2008 for urgent care related to minor medical problems and is often used when someone doesn't have a physician, their primary care doctor is unavailable, or they are visiting from out of town. There are also Express Care facilities in Gorham and Westbrook.

For medical emergencies, Windham residents are transported by ambulance to the emergency rooms at either Maine Medical Center or Mercy Hospital in Portland.

Street Tree Program

Windham does not have a street tree program, as there are no municipally maintained trees planted in the rights-of-way. Part of the implementation of the 21st Century Plan will include planting street trees along Roosevelt Trail in North Windham. These trees could end up planted either within the public right-of-way or on private property, but these new plantings would likely be the responsibility of the Town to inventory and maintain regardless of which side of the right-of-way line they are on.

Regional Coordination of Local Services

As noted in other sections of this plan, the single biggest collaboration that Windham participates in is the shared school district with Raymond, Regional School Unit 14. This long standing collaboration connects our Towns socially by building a school community and fiscally through a shared commitment to students and facilities.

Aside from mutual aid agreements, the Windham and Gorham Fire Departments share a fire truck stationed at the South Windham Station. Windham and Gorham also share a human services position as well as the stormwater coordinator position described above.

Windham is an active member of the PACTS transportation group, coordinating on projects and plans with Gorham and Westbrook, who also participate actively.

Goals & Suggested Strategies to Implement Goals

Goal 1: To efficiently meet identified public facility and service needs.

Strategy 1.a Explore options for regional delivery of local services.

Strategy 1.b Continue to work with Raymond and St. Joseph's College on the provision of fiber optic broadband availability to the North Windham commercial area as a first step, with future expansion to other areas of the community as a possibility.

Goal 2: To provide public facilities and services in a manner that promotes and supports growth and development in identified growth areas.

Strategy 2.a Identify any capital improvements needed to maintain or upgrade public services to accommodate the community's anticipated growth and changing demographics.

Strategy 2.b Continue work to develop a wastewater system for North Windham that will allow the Town to meet its environmental, economic, and community development goals that will be financially acceptable to residents of the whole community.

Strategy 2.c Establish a water and sewer extension policy will ultimately serve the Town's designated growth areas with this infrastructure that will actually allow higher densities and more intense uses of property where it is desired.

Strategy 2.d Locate new public facilities comprising at least 75% of new municipal growth-related capital investments in designated growth areas.

Strategy 2.e Encourage local sewer and water districts to coordinate planned service extensions with the Future Land Use Plan.

Fiscal Capacity & Capital Investment Plan

Conditions & Trends

Revenues & Expenditures

The Town of Windham has a fiscal year that runs from July 1-June 30. Every year, the town issues a report that contains the audited financial statements for the just closed fiscal year. The most recent audited report is for the fiscal year that ended on June 30, 2014. A summary of revenues and expenditures for the previous five years is shown in Figure 1. Please note that the revenues and expenditures for any given year are close, but do not exactly match up. This is because the table shows actual revenues and expenses, as opposed to a budget, which is a projection of expenses and revenues, and always matches up. In other words, the Town prepares and adopts a balanced budget each year, but actual numbers don't quite match up with the budget, as some years see revenues slightly higher than expenses and other years see expenses slightly higher than revenues. These differences are covered by the "fund balance," which is an account that carries over on the books from year to year and serves as a cushion to level out differences in the balance sheet over time. Fund balance grows in years when revenues are more than expenses and is drawn down to cover the difference when expenses are more than revenues.

Table 9 - Revenues and Expenditures for last five fiscal years

	2015-2016	2014-2015	2013-2014	2012-2013	2011-2012
Revenues					
Taxes	\$30,764,107	\$28,962,956	\$28,135,599	\$27,430,467	\$26,218,474
Licenses & Permits	\$370,173	\$322,991	\$302,617	\$295,202	\$261,307
Intergovernmental revenue	\$1,332,429	\$1,327,957	\$1,378,601	\$1,578,314	\$1,514,097
Charges for service	\$580,893	\$487,287	\$491,885	\$542,387	\$495,013
Interest	\$152,063	\$138,187	\$134,985	\$145,734	\$125,950
Other	\$910,053	\$891,440	\$765,241	\$731,343	\$87,452
Total Revenues	\$34,109,718	\$32,130,809	\$31,208,928	\$30,723,447	\$28,702,293
Expenses					
Administrative Services	\$3,278,432	\$3,082,099	\$2,839,069	\$2,824,344	\$2,738,238
Public Safety	\$2,324,180	\$2,452,906	\$2,243,350	\$2,256,520	\$2,212,083
Fire/Rescue Services	\$1,764,163	\$1,818,824	\$1,580,340	\$1,393,521	\$1,457,736
Public Works	\$2,879,284	\$2,907,957	\$3,069,171	\$2,842,866	\$2,762,495
Recreation Services	\$269,370	\$243,818	\$236,413	\$234,430	\$240,999
County Tax	\$1,214,178	\$1,132,911	\$1,103,620	\$1,045,687	\$1,002,218
Other	\$1,597,436	\$1,401,299	\$1,241,448	\$1,379,155	\$1,411,197
Education	\$17,699,917	\$16,993,174	\$16,756,826	\$16,099,615	\$15,444,435
Interest on debt service	\$200,625	\$205,125	\$210,375	\$216,375	\$219,019
Capital Maintenance Expenses	\$2,726,633	\$2,287,163	\$2,415,527	\$2,610,360	\$1,894,539
Total Expenses	\$33,956,218	\$32,525,276	\$31,696,139	\$30,902,873	\$29,382,959

Administrative Services expenses include insurance, employee benefits and other expenses, as well administrative departmental salaries.

Funding Capital Items

A “lease-purchase” arrangement has been commonly used for recent acquisitions of vehicles and other large pieces of equipment. This is essentially a lease agreement with an option to purchase at the end of the lease term.

For larger ticket items, bonding is a viable option for the community. Bonding was proposed for the sewer project that went to the voters and was rejected in 2012, was used as the means for moving forward with the new South Windham Fire Station at Town meeting in 2015, and a proposed bond for a new Public Works and RSU bus facility will be acted on by voters in November 2015.

Valuations & Mil Rates

One of the main duties of the Assessing Department is to keep track of the value of taxable property (land and buildings) in the Town of Windham. Occasionally this requires a “revaluation” which is a major undertaking that is meant to match the assessed value of properties with the market value of properties. The degree to which these two measures of value match is called the Assessor’s certified ratio. Windham’s certified ratio is 100%, meaning these two measures match very closely. The last major revaluation of Windham properties was done in 2006, and a downward adjustment in all property values was made in 2009 as a result of lower market values due to the Great Recession.

The Mil Rate is the amount of tax due per \$1,000 of property value. This number is set annually by dividing the total amount of property taxes that must be collected to meet the approved budget by the total local property valuation.

The table below shows the total valuations of land and buildings in Windham and the mil rate for the last five years.

Table 10 - Property Valuation & Mil Rate

	2016-2017	2015-2016	2014-2015	2013-2014	2012-2011
State Valuation	\$1,867,050,000	\$1,793,354,200	\$1,721,650,000	\$1,751,900,000	\$1,792,250,000
Local Valuation	\$1,803,829,800	\$1,794,182,800	\$1,768,153,500	\$1,748,070,900	\$1,724,891,500
Mil Rate	15.70	15.15	14.67	14.45	14.25

Municipal Debt

According to the 2016 audit report, the Town of Windham has outstanding debt of \$18,019,822. This debt consists of general obligation bonds (\$17,143,000) and capital lease payments on various public works equipment and breathing apparatus for the fire department (\$876,822). Most of the outstanding bonds were incurred as a result of the 2003 bonding for the Windham High School and local road improvements. Note that when the Windham School Department joined RSU #14, the RSU began reimbursing the Town for service on this debt. As of June 30, 2016, the outstanding amount payable related to the High School and improvements to the Manchester School in 1999 totaled \$15,475,000. The remainder of the debt (\$1,668,000) remains the Town’s responsibility.

Table 3 shows Windham’s debt, along with Windham’s share of Cumberland County and the Portland Water District’s debt.

Table 11 - Municipal Debt, by Type

	Net Debt Outstanding	Percentage to Windham	Town's Share of Debt
Town of Windham	\$18,019,639	100.00%	18,019,639
Cumberland County	35,735,000	4.58%	1,634,998
Portland Water District (water)	47,391,288	6.91%	3,274,737
Portland Water District (wastewater)	40,247,101	3.66%	1,472,735
TOTAL TOWN DEBT			24,402,109

The audit report goes on to state that the Town has not exceeded the percentages of debt to valuation established in 30 MRSA, Section 5061. This section of state law establishes borrowing limits for Maine towns and cities so that a municipality may borrow up to 7.5% of the Town’s total valuation, excluding borrowing for schools, and up to 10% of a Town’s valuation including borrowing for schools. This means that Windham could borrow up to \$180,382,980 for municipal and school related projects and improvements. Based on the numbers above, Windham is using about 13.5% of its borrowing capacity established by state law.

Windham’s Strategic Plan & Capital Improvement Plan

Incorporated into this Comprehensive Plan is the Town Council’s Strategic Plan for the period from October 1, 2015, through June 30, 2018. This document is attached as Appendix F. This Plan, adopted by the Town Council on October 13, 2015, represents multi-year guidance on budget priorities and programs. The “Table of Issues, Strategies, Goals, Priorities & Timelines” which lays out a program of staffing needs and capital items, including equipment and facility needs, based on the goals and priorities in the plan. The Strategic Plan also includes a “Capital Plan Summary 2012-2024.” This Summary is updated annually and is included as part of the annual budget document adopted each year by the Town Council.

Analysis

Future Funding

Funding the items in the Capital Plan noted on the previous page will come from several sources. Some of the items can be completed through the regular budgeting process, such as improvements made through the Building Maintenance or Road Improvement budget line items. Other items can fall into the existing lease-purchase program. Other items may require voter-approved borrowing.

As noted above, Windham does have sufficient borrowing capacity to seek bond funding for capital projects such as new facilities or improvements to existing facilities as well as for roads and other infrastructure. As a community, Windham has a history of being averse to taking on debt for municipal projects. Recent referendum items for borrowing related to a sewer project in North Windham and for conservation funds for the Clark Farm have failed at the polls in recent years and voters rejected a new Public Works/RSU bus garage facility in November 2015. The RSU #14 School Board has recently restarted previously tabled conversations about the need for a new middle school in Windham, borrowing for which would require voter approval.

Collaboration with other communities

Windham works with Gorham on staffing and equipment used at the South Windham Fire Station. The new station will be staffed in part by Gorham personnel. Bonding for the purchase and repurposing of an existing facility in South Windham Village was approved by voters at the 2015 Town Meeting. The debt for this project is not included in the analysis above.

As noted in the Economy chapter, the Windham Economic Development Corporation is leading an effort with the Towns of Standish, Gray, and Raymond, along with Saint Joseph's College to explore the infrastructure needs associated with bringing high speed broadband internet to the Lakes Region.

Goals & Suggested Strategies to Implement Goals

Goal 1: To finance existing and future facilities and services in a cost effective manner.

Strategy 1.a Explore opportunities to work with neighboring communities to plan for and finance shared or adjacent capital investments to increase cost savings and efficiencies.

Goal 2: To explore grants available to assist in the funding of capital investments within the community.

Goal 3: To reduce Maine's tax burden by staying within LD 1 spending limits.

Appendix A – 21st Century Downtown Plan for North Windham